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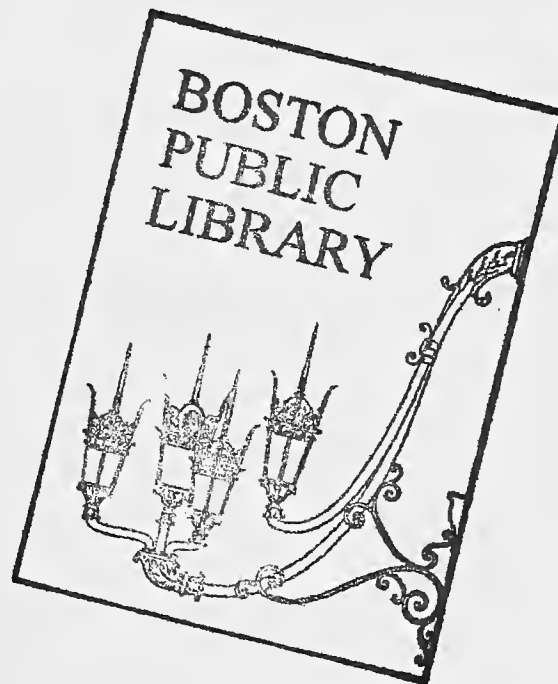


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# Harborpark



## A Framework for Planning Discussion

CITY OF BOSTON □ RAYMOND L. FLYNN □ MAYOR  
BOSTON REDEVELOPMENT AUTHORITY □ STEPHEN COYLE □ DIRECTOR

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CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR  
RAYMOND L. FLYNN

There has always been a parallel between the fortunes of this city and the well-being of its waterfront. For more than 200 years, Boston's vital waterfront reflected our city's emergence as a center of shipping and international commerce, just as rotting piers and empty warehouses represented Boston's economic decline after the Depression and through the period following World War II.

In recent years, we have seen encouraging signs of rebirth along our water's edge. But if commercial development is enhanced by locating along Boston's waterfront, then this renewal must be extended into the heart of our city and into our neighborhoods. I see the challenge to be guaranteeing that the quality of life of all our residents is improved by this economic growth.

Harborpark presents a framework for discussing a set of new issues and new public policies for the development of Boston Harbor.

First and foremost, Harborpark is designed to guarantee public access to the unique environment along the Boston Harbor, while encouraging balanced growth along the entire waterfront.

Second, the Harborpark concept brings rationality and a sense of public purpose to the process of growth. Each pier and wharf retains its own identity, yet each area has been integrated into an uninterrupted walkway that extends from Charlestown to South Boston.

Third, it combines public access to the water's edge with a diversity of uses: maritime and commercial activity which creates jobs, new housing for every income and household group, and the creation of areas for arts facilities.

Most importantly, this planning process should rekindle the spirit of community, excitement and vitality in the place of Boston's origins. Boston has one of the world's most attractive harbors. We are now going to make sure that people, those who live in Boston and those who visit and work here, will be able to take full advantage of this great natural resource.

Sincerely,

Raymond L. Flynn, Mayor





# HARBORPARK

## A FRAMEWORK FOR PLANNING DISCUSSION

October, 1984



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## INTRODUCTION

Boston Harbor led the country into the mercantile period of the 18th century and helped finance the industrial revolution of the 19th century. Boston's economic competitiveness, however, waned during The Great Depression of the 1930s. A shift in patterns of trade and the location of manufacturing activities after the War resulted in decaying port facilities and abandoned warehouses and factories. Boston's economic revival, which began in the early 1960's and has continued to this day was initially spurred by the growth of non-Harbor related service activities. The attractiveness of Boston's waterfront has drawn development interests to the Harbor's edge, and the Harbor is once again a vital source of new growth for Boston's economy.

Harborpark is meant to be a framework for discussing the ordering of this growth. It seeks balance, rationality, and harmony in the revival of the waterfront. By attempting to blend public interests and benefits with private Harbor uses, Harborpark encourages the creation of new jobs, investment, tax revenue, housing, and public access to the Harbor. A plan for ordered growth is necessary for the City at this time because the Harbor area can provide as much as one-third of the City's growth from 1984-90, including 8,000 new dwellings and 12,000 new residents. Without the public formulation of ground rules for this growth, the opportunity for revitalizing old neighborhoods and for creating new ones from abandoned piers, shipyards, and vacant land could be lost in the disputes and controversies which follow a closed process. Harborpark recognizes that these opportunities must not be lost, but also that revitalization must reflect a profound understanding of Boston's unique heritage. Rational land development and redevelopment policies are therefore essential.

With community involvement and support, Harborpark will evolve into a comprehensive Harbor plan containing five components, one corresponding to each Harborpark planning area: Inner Harbor, East Boston, Charlestown, South Boston, and Dorchester Beaches and Harbor Island (in conjunction with the state). The first Harborpark component, Harborpark Phase One -- Inner Harbor, is initiated by this report.

The unifying principle of Harborpark together is public access. Harborpark guarantees that a balance will be struck between the economic health of the City and its inner life--its need for places where people can gather for social events, common recreation, or the quiet enjoyment of life and nature. The Harborpark concept guarantees not only public access to

the Harbor itself but also to the process that will guide rational growth. In short, it is a framework for discussion, produced for the purpose of initiating a planning dialogue and process that will ultimately result in the formulation of a comprehensive Harborpark plan.

Split into seven sections, this report addresses the necessary considerations for developing and adopting a comprehensive Harbor plan. Section one, Context for Planning, presents a history of the Harbor and briefly discusses the waterfront planning area neighborhoods -- East Boston, Charlestown, South Boston, and Dorchester Beaches. It is meant to provide a perspective from which to proceed. The next section, Harborpark, outlines the important planning principles that will guide the future growth and development of the waterfront; these principles endorse public access, urban design standards, and a set of public benefits -- recreational, cultural, educational, and economic -- which should flow from development activities. The seven mile Harborwalk is also proposed in this section; approximately five miles must be finished for the Harborwalk to become a reality. The Harborpark concept ensures that all private development includes public benefits. It is a principle that should be applied to all development citywide.

The third section, Public Benefits, describes the twenty-one existing and planned projects for the Inner Harbor and outlines the actual benefits that these projects will bring to the residents of Boston. This section conveys how public benefits can be attained through the planning and implementation of development.

Section four, Citizen Participation, starts with the premise that this plan can only be achieved with the active participation, through the planning process, of all citizens interested in the Harbor. Participants include Harbor community residents, business people operating on the waterfront, and citizens seeking the serenity and aesthetics of the Harbor. This section proposes the formation of a Harborpark Advisory Committee and outlines a timeframe for accomplishing its tasks.

The following section, Zoning, discusses how this significant planning tool should be used in achieving the goals and objectives of Harborpark. The report proposes the creation of an Interim Overlay Zoning District. The purpose of this temporary control is to prevent the intrusion of environmentally dangerous land uses in the Harbor area during the rezoning process.

The sixth section, Intergovernmental Coordination, provides an overview of the institutional framework within which decisions affecting the Harbor are currently made, and highlights the institutional problems which currently present barriers to a coordinated and unified effort for the development of waterfront properties. A recommendation is made for taking immediate actions to reduce the time associated with public approvals of Harbor projects.

The final section, Follow-up, outlines the next steps that must be taken for the fruitful continuation of this planning process; it also provides a timeframe for near-term activities.

The four Appendices to the report, Bibliography, Parcel Profiles, Economic Data, and Institutional Framework, provide additional detailed information that will serve as important reference resources for those who participate in the Harborpark planning process.

In sum, the Harborpark planning report is the beginning of an important public process. As a minimum, it should engender a serious public discussion about the future of Boston Harbor. It should produce, as well, new approaches to planning, design, and development policies that could assist policy development for other areas of the City. It could help forge a genuine spirit of cooperation between the public and private sectors on the issue of balanced growth and development. It could provide for the citizens of Boston, and for the millions who visit our City each year, full enjoyment of continuous public access to the City's greatest physical asset, the Harbor. Finally, it will produce, through the process of open and informed public debate, a community more aware of the need to improve and preserve what it holds in trust for the continuing benefit of future generations.

Perhaps one hundred years from now, people will celebrate the natural beauty and splendor of the Harbor and enjoy the continuous walkway along its edge the way we now appreciate the unique benefits of the Common, the Arboretum, Jamaica Pond, and the other parks and open spaces which were planned for our benefit and use one hundred years ago.





[illegible]



## THE CONTEXT FOR PLANNING

Boston Harbor has played a varied role in the City's history. After generating great economic prosperity, the Harbor declined in both economic significance and physical condition from 1930 to 1960. Since this period, the City has enjoyed an economic revival while the Harbor has languished, having been overlooked until recently in the economic and physical transformation of the City. The Harbor, perhaps Boston's greatest natural resource, today it is underutilized and in danger of unsuitable and inappropriate development. Our greatest needs at this time are to assure balanced economic development and to guarantee increased public access to the waterfront. Harborpark is an effort to address these problems and to comprehensively plan the impending development of the Harbor in a balanced, thoughtful way. This section begins that process by providing a brief history of the Harbor, some characteristics of its surrounding communities, a description of Harbor-related environmental concerns, and finally, a glimpse of the Harbor's future.

### HISTORY

The history of Boston Harbor spans three periods: (1) The Harbor as Dynamo: 17th, 18th, and 19th Centuries; (2) The Decline of the City and the Harbor (1930-1960); and (3) The Current State of Boston Harbor (1960-1984).

#### The Harbor as Dynamo: 17th, 18th, and 19th Centuries

In the City's beginning, the Port of Boston was literally a dynamo. It helped transform the U.S. into a mercantile nation in the 17th and 18th centuries, standing as the country's leading port until the mid-19th century. Creating opportunity and wealth, the Harbor was the binding force within the City's economy.

In the first decade of the 1700s, practically one of every three adult males in Boston enjoyed some degree of ownership in at least one ocean-going vessel....At the end of the clipper ship era (1855), Boston was a metropolis of refinement and wealth, the richest city for its size in the world.

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\* Louis E. Cellineri, Seaport Dynamics, Lexington Books, Lexington, Massachusetts, 1976.

The riches gained in trade by Boston seafarers were used to spur the Industrial Revolution in New England, to finance medical facilities and higher education, and to develop the West. Imports of sugar cane, cocoa bean, wool, cotton, hides, coffee, and tea filled warehouses from East Boston to Fort Point Channel. Fishing also became a large industry. Fleets of sailing ships were constructed on the Harbor's ways and docks; the U.S.S. Constitution (Old Ironsides) was built in the North End. The Boston Navy Yard, situated in Charlestown and South Boston, was one of the nation's first and largest shipyards, building vessels through World War II.

The Harbor had indeed become so integral to the City's economic well-being that by 1930, when Boston had more than 100,000 manufacturing jobs, almost half were Harbor-related. In the meantime, Boston's population had mushroomed from 18,320 in 1790, to 136,881 in 1850, 560,892 in 1900, and 781,188 in 1930.

Mercantile riches, and the industrial revolution which they spurred, became the base for Boston's mid-19th century emergence as one of the nation's leading fiduciary and financial centers, as the family fathers decided that fortunes gained at risk should not be risked again. These fortunes were used to found Symphony Hall and the Museum of Fine Arts in the late 19th century; they also helped fund Fenway Park in 1912 and the Boston Garden in 1928.

#### The Decline of the City and the Harbor (1930-1960)

The Harbor's decline started with the creation of the Chesapeake & Ohio and the Erie Canals in the 1830s and 1840s, the construction of the railroads after 1850, and the building of the St. Lawrence Seaway a century later. These non-maritime transportation systems drastically shifted trade patterns, diminishing the Port of Boston's importance forever. The Harbor's decline accelerated as textile and shoe production moved to the South and West in the early 20th century. Manufacturing jobs became more scarce, to the extent that Boston lost more than 50,000 such jobs after 1930, over half of which were in the Harbor area.

Compounding the decline of port-related trade and manufacturing was the decay in public infrastructure that followed The Great Depression in 1930. No capital improvements were made to the Harbor's piers and transportation system during this period as public and private investment had collapsed. After the construction of the Ritz-Carlton, Parker House, Bradford, and Boston Park Plaza hotels in 1927, a new hotel was not built in Boston for more than thirty years. Simi-

larly, following the completion of the United Shoe Machinery Building in 1928, the next major office complex, the Prudential Center, was not constructed until 1960. Public investment sank to a low during this period with the net long-term debt of Boston declining to \$59 million in 1956. The resulting loss of jobs and population in turn brought property value decreases and a drastic reductions in City revenues. Economic historian Russell Adams graphically describes the scene.

The sagging, rotting, disused, misused wharves were not the only battered remnants of days long past. There were also ships, or what was left of them after the ravages of time and scavengers. Like dead and floundered sea creatures nipped by marauding sharks, a fleet of derelict hulls littered the harbor, bleached by the sun at low tide. Even at that, their day was not yet done; in the grim and needy winters of the early 1930s, some 120 of these skeletal vessels were dragged ashore, broken to bits, and picked over for firewood.\*

#### The Current State of Boston Harbor (1960-1984)

Boston has experienced a steady economic transformation since the beginning of the last quarter of this century. The City's reshaped economic structure now favors a broad range of financial and service-based activities in which Boston has a specialization, and in which rapid national growth is occurring. Such activities include higher education, medicine, professional services, and financial management. Since 1976, 60,000 new jobs (13,000 in 1983 alone) were created, private development investment exceeded \$5 billion (measured in 1983 dollars), and the City's taxable property value more than doubled (to \$14 billion). This new prosperity has allowed the population of Boston proper to stabilize after decades of disinvestment and suburbanization, and has brought development pressures and opportunities to the Harbor.

Thus far, however, the role of Boston Harbor in the City's economic life and recent revival can be characterized as secondary in comparison to the pre-1930 period. Of the City's 560,000 jobs, perhaps 60,000, or about 11%, are Harbor related, a figure significantly below the 50% rate attained

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\* Russell B. Adams, The Boston Money Tree, Thomas Y. Crowell Co., New York, 1977.

during the Port of Boston's zenith. Nonetheless, the Harbor area is not without resources and investment. The Harbor perimeter includes approximately \$3 billion of the City's \$14 billion of property value. One billion dollars of the City's post-1975 growth of \$5 billion has been invested in the area. And, roughly 2,000 of the City's 10,000 new housing units since 1970 have been constructed near the Harbor (primarily in the North End, Waterfront, and Charlestown neighborhoods).

A careful look at the Harbor area, however, reveals serious misuse of this natural resource. Of the 2,000 acres of land bordering the Harbor (excluding Logan Airport), one-third is vacant, made up largely of land that once held warehouses, factories, piers, and houses. The majority of the vacant land is located in East Boston, Charlestown, and South Boston. Only 18 percent of this waterfront land is accessible to the public. In East Boston, about half the waterfront land is vacant, and little is accessible. A significant share of land parcels in the Harbor perimeter neighborhoods are in tax delinquency (tax possession and tax title), including 13 percent in Ward 6 (South Boston-North) and 27 percent in Ward 13 (Savin Hill); together these two Wards contain 1,500 tax delinquent parcels. In addition, there are a total 1,600 tax delinquent parcels in Ward 1 (East Boston), Ward 2 (Charlestown), Ward 3 (Boston Proper) and Ward 7 (South Boston-South).

Environmental problems also exist, particularly with respect to sewage treatment and water quality. A plan for improving the Harbor's water quality was presented in 1975, but from 1979 to 1982, less than \$1.5 million of a recommended \$1.2 billion was invested. An \$11 million expenditure in 1983 represented only a fraction of the \$500 million needed in the 1984-1989 period, as projected by the MDC.\* State action is expected soon on sewer treatment and water quality issues. Without administrative reform and a substantial public funding commitment (at least \$300 million), no progress will be made on these vital issues.

## HARBOR NEIGHBORHOODS

The neighborhoods contiguous to the Harbor -- East Boston, Charlestown, South Boston, and portions of Dorchester -- are most directly affected by the condition of the Harbor. These neighborhoods are each currently faced with opportunities

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\* Boston Redevelopment Authority, Boston's Infrastructure-Investment Record: 1978-1983 and Current Plans, April, 1984.

to develop their Harbor lands. (Neighborhood development opportunities are listed in Table 1.) Whether a particular development project or land use is beneficial to a neighborhood depends on a number of factors: the type of project, its scale and density, the characteristics of that neighborhood, and the goals of its residents.

Changes in labor force, unemployment rates, average number of weeks unemployed, occupations, and industry of employment of residents from each Harbor neighborhood and for the City as a whole are listed in Table 2. These figures show that the Harbor neighborhoods have a somewhat higher unemployment rate than exists City-wide and that the workers in these neighborhoods are more likely to be employed in blue-collar jobs. As a result, Harbor area residents are likely to be slightly worse-off economically than the average Boston resident. Orderly growth along the Harbor presents the opportunity to help the residents of these neighborhoods recapture losses suffered from the diminished role of Boston Harbor as a major seaport. The benefits can be economic, recreational, and aesthetic.

The major resources of these neighborhoods are land and people. A short profile on these two aspects of each neighborhood follows.

#### East Boston

East Boston contains about 480 acres of land along the Harbor, half of which is vacant and little of which is accessible. In the early 1800s, East Boston's waterfront was important in Boston's commercial history, particularly for shipbuilding at sites such as the Donald McKay shipyards. Existing port facilities, however, are now obsolete, and modernization is constrained by a lack of space, inadequate access roads, and the prohibitive costs of infrastructure requirements.

The labor force of East Boston decreased by 11% between 1970 and 1980, a rate significantly greater than the City-wide decrease of 2.1%. East Boston's unemployment rate of 7.4% is also significantly above the City-wide figure of 6.1%. These figures demonstrate East Boston's traditional dependence on manufacturing related activities and their long decline.

#### Charlestown

Charlestown, founded in 1629, grew quickly with its waterfront devoted to shipbuilding and industrial uses. The Navy Yard, now nearly 200 years old, was the town's chief employer and the site where 35 warships were built in a short 40-year

period beginning in 1825. Charlestown's waterfront properties, nearly all of which are used for commercial and industrial purposes, total about 350 acres.

Charlestown has the highest unemployment rate of all the Harbor neighborhoods (7.7%), but has fared better with those who are employed than the other three Harbor communities. An influx of new residents arrived in the 1970s, increasing the labor force by 6%. As a result, more workers are employed in professional and managerial level jobs (25%) than in the other neighborhoods.

### South Boston

In South Boston, nearly half of the 600 acres of waterfront land is used for public recreational purposes along the southern shoreline. The remaining 300 acres, located at Fort Point Channel, are used for commercial and industrial purposes. Planned major new transportation improvements, including the Seaport Access Road, Third Harbor Tunnel, and the new Northern Avenue Bridge, will provide dramatically expanded access to these areas.

South Boston faces continued unemployment problems. Presently 6.7% of its work force is unemployed and the average length of unemployment is over 15 weeks, almost a month longer than the City-wide average. South Boston is also nearly as dependent as East Boston on manufacturing activities (17.3%). All neighborhoods have experienced a shift in their employment base since 1970, from manufacturing to service industries, but South Boston has shifted the least, and is well below the City-wide shift. Additionally, South Boston has lost almost 16% of its workforce, the worst of any Harbor neighborhood, and 13% higher than the average City-wide loss.

### Dorchester

Dorchester, from Columbia Point to Port Norfolk, completes the southern edge of the Harbor area. Of the approximately 600 acres bordering the waterfront, nearly half are vacant, a third are used for commercial and industrial purposes, and about 70 acres are used for public recreation at the MDC-owned Malibu and Tenean beaches. Substantial housing development efforts are contemplated at Columbia Point, and additional land is being acquired and developed by the MDC for public bikeways and walkways connecting the beach areas with the marshes along the Neponset River.

The areas of Dorchester nearest the Harbor have the most workers of the four neighborhoods, and comprise 7% of the total Boston labor pool. The unemployment rate (7.3%) is



similar to East Boston's. The labor pool is fairly balanced, with 24% employed in professional and managerial occupations, and 21% employed in crafts and operatives.

## ENVIRONMENTAL CONCERNS

For the past several years, development in Boston has been intensifying, transforming the urban topography, and consequently affecting the interaction of the natural elements -- air circulation, wind, and sunlight. Tall, closely spaced buildings cause a variety of conditions which affect human health, safety, and psychological well-being.

High velocity, localized winds that are generated by densely configured structures, for example, can be uncomfortable as well as dangerous to pedestrians. When high velocity winds, which naturally occur at higher elevations, sweep down the leeward face of a tall structure, they are brought to ground level. Because Boston is a naturally windy city, with average annual wind speeds of 13.3 miles per hour, winds can accelerate to gale force when whipping around the corners of monolithic structures or when channeled into narrow corridors between the walls of buildings. Insensitive building height, massing, and density can also block sunlight at the pedestrian level, creating a dark oppressive environment and minimizing the beneficial effects of the sun in the warmer and colder months of the year.

Being a naturally windy city Boston conversely has the opportunity to help disperse automobile pollution. The overwhelming source of air pollution in Boston is the automobile, which releases carbon monoxide and hydrocarbons. Because these pollutants are released at ground level, where dense rows of buildings on narrow streets can form "street canyons", these pollutants sometimes become condensed and trapped. In the event of a temperature inversion, dispersion of such pollutants is inhibited and can cause acute human respiratory problems. Another environmental danger comes from industries that pollute the Harbor's water by dumping heavy metals, chemicals, and organic pollutants. Storm drainage from road surfaces also sends toxic lead and petroleum residue into the marine ecosystem.

To help alleviate these environmental ills, Boston must be viewed as an element in an ecosystem that includes plant and animal life, air and light, surface and ground water, geologic features, and people. Harborpark approaches development as part of this natural system with the goal of balanced growth for the harborfront. As Anne Whiston Spirn has commented:

More fortunate are those few cities that have adapted ingeniously to nature: Stuttgart, West Germany, which has deployed its parkland to funnel clean, cool air into its congested downtown; Woodlands, Texas, a new town whose private and public open spaces function as an effective storm drainage system, soaking up floodwaters and preventing floods downstream; Boston, where wetlands upstream of the city were purchased for flood storage at a fraction of the cost of a new dam.\*

Harborpark is a continuation of this tradition. Low rise buildings are proposed for the Harbor's edge. The interim zoning ordinance will give the opportunity to avoid the clustering of large buildings and the resultant strong ground level winds. Special design will be required in large buildings and intensive tree plantings proposed in the design of Harborpark will reduce wind impacts.

Encouragement of the use of water taxis, off-site parking, and mass-transit are incorporated into Harborpark to reduce automobile pollution.

Strict design standards for new buildings and the interim zoning will prevent new sources of Harbor pollution. Federal and court mandated improvements to the regional sewerage handling system will result in reduction of water pollution over time.

## THE FUTURE OF BOSTON AND THE HARBOR

The Boston economy's expected growth, for the remaining years of this decade and beyond, should have a special significance for the Harborpark neighborhoods. Projections for the City's economic future show the continued transformation of Boston's economic base and a growing specialization in a broad range of service activities. Between now and the early 1990s, Boston could gain more than 70,000 new jobs, and \$6 billion of private development investment. More than 40,000 of these jobs are projected for the greater Central Boston area, encompassing all of downtown, Charlestown, East Boston piers, the North End, the waterfront, and South

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\* Whiston Spirn, Anne, The Granite Garden: Urban Nature and Human Design, Basic Books, Inc., New York, 1984, P. 10.

Boston, Beacon Hill, and Back Bay.\* (See Table 3.) The Harbor area could likewise account for \$2 billion of the projected \$6 billion of private development investment anticipated in the 1984-90+ period and generate \$150 million of the \$450 million in anticipated added property tax revenue. (See Table 4.) Harbor related growth could strengthen and broaden the City's economy, and it could do so without harming the environment or excluding local residents from the benefits. By 1990, 8,000 new housing units with an additional population of 12,000 people are expected for the Harbor area. (See Table 5.) The challenge Boston faces is to channel growth, to achieve a balance between new economic development, jobs, restoration, and public access, and between port and non-port related activities. An orderly and comprehensive planning process is the first step toward realization of this goal.

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\* Boston Redevelopment Authority, Boston Employment, City of Boston, Central Boston and Downtown Office, 1976-1983 and 1990 Projected, August 1984.

TABLE 1

## NEIGHBORHOOD DEVELOPMENT OPPORTUNITIES

NEIGHBORHOOD	PROJECT	PRIVATE DEVELOPMENT ACTIVITIES AND USES	PUBLIC AMENITIES AND USES	CURRENT STATUS
East Boston Waterfront	Navy Fuel Pier	Undetermined	Open Space	Massport owns
	Piers 1-5	Housing, Water-related Commercial, Light Industrial	Waterfront Access, Park, Public Marina	In preliminary planning
	Old Boston East	Undetermined	Waterfront Access	Tax-foreclosed property
	Old Boston Sand and Gravel		Open Space	Natural areas fund owns
Charlestown Waterfront	Navy Yard	Housing, Office, Retail, Hotel, Marina	U.S.S. Constitution Shipyard Park, Public Marina	Development proceeding slowly: Ten percent complete
	Hoosac Pier	Office, Retail, Parking	Public Walkway	Under construction
	Constitution Marina		Public Marina	Completed
	Rapids Furniture Site	Housing, Office	Public Walkway	Privately owned
	City Square	Housing, Office, Retail	Waterfront Access	In preliminary planning
	Charles River Dam/ Revere Landing		Public Walkway	In planning
South Boston Piers	New Northern Avenue Bridge	Retail along new Northern Avenue frontage	Public Walkway	In planning
	Fan Pier	Housing, Office, Hotel, Retail	Waterfront Access, Public Walkways, and Open Space	In planning
	Commonwealth Pier	BOSCOM Trade Center and Hotel	Waterfront Access and Large Ship Docking	In planning
	Fish Pier	Fish Processing, Packing, and Marketing	Waterfront Access	Nearly complete
	Boston Marine Industrial Park	Industrial, Office, Ship repair	Job Training	Development proceeding
	Reserve Channel	Multi-purpose cargo facility		Under construction
Dorchester Bay	Columbia Point	Mixed-income Housing	Waterfront Access, Public walkways and Beach	In final planning
	Point Norfolk	Housing, Other Water- related uses	Open space	In planning
	Neponset River		Public Walkways	In planning
	Baker Chocolate Factory	Housing	Lower Mills Heritage Park	Under development

TABLE 2

EMPLOYMENT CHARACTERISTICS OF HARBOR  
NEIGHBORHOODS AND CITY OF BOSTON

	<u>East Boston</u>	<u>Charles- town</u>	<u>South Boston</u>	<u>Dor- chester</u>	<u>Total Neigh.</u>	<u>Total Boston</u>
<u>LABOR FORCE</u>	14,547	6,462	14,055	18,974	52,826	272,794
% Employed-- Change 1970-1980	- 11.0	6.2	- 15.5	N/A	- 6.8	- 2.1
Unemployment Rate	7.4	7.7	6.7	7.3	7.3	6.1
Mean Weeks Unemployed	12.2	14.0	15.2	16.0	14.7	11.5
<u>OCCUPATIONS</u>						
<u>1980</u> % Prof. Manag. Tech.	15.2	24.7	15.9	23.5	19.8	30.2
% Crafts & Operatives	27.4	18.6	25.2	21.2	23.1	17.4
<u>1970</u> % Prof. Manag. Tech.	11.5	12.1	12.4	N/A	12.0	22.4
% Crafts & Operatives	37.6	27.7	29.0	N/A	31.4	24.0
<u>INDUSTRY OF EMPLOYMENT</u>						
<u>1980</u> % Services & Finance	36.8	43.5	34.8	37.9	38.3	50.1
% Manufacturing	20.5	13.1	17.3	15.4	16.6	14.2
<u>1970</u> % Services & Finance	23.6	26.9	27.6	N/A	26.0	38.3
% Manufacturing	27.0	21.1	20.2	N/A	22.8	17.6

TABLE 3

THE BOSTON ECONOMY:  
EMPLOYMENT TRENDS AND PROJECTIONS

	<u>Harbor Periphery</u>	<u>City of Boston</u>	<u>Periphery as Percent of Boston</u>
Increase in Jobs (1976-83)	10,000	60,000	17%
Total Existing Jobs (1983)	60,000	560,000	11%
Manufacturing*	14,000		
Logan Airport	11,000		
Eating, Drinking, Hotels	7,000		
Finance & Business Services	10,000		
Truck & Warehouse	4,000		
Ship Repair	800		
Fishing & Professional	500		
Health, Education & Legal	4,000		
Other	8,700		
 Projected Increase in Jobs (1984-90)	 25,000	 75,000	 33%
Office	16,000		
Industrial	2,000		
Communications	2,000		
Fishing	2,000		
Eating, Drinking, Hotels	2,000		
Transportation	1,250		

\* Includes food processing, printing and publishing, and apparel.

Source: BRA Research Department, September 28, 1984.

TABLE 4

THE BOSTON ECONOMY:  
PROPERTY VALUE AND INVESTMENT TRENDS AND PROJECTIONS

	(\$ ) Millions		
	Harbor Periphery	City of Boston	Periphery as Percent of Boston
Property Value (1983)	3,000	14,000	21%
Property Tax Revenue (1983)	70	333	21%
Private Development Investment (1976-83)*	1,000	5,000	20%
Public Investment (1976-83)	500	2,500	20%
Projected Increase in Property Tax Revenue (1984-90)	150	450	33%
Projected Private Development Investment (1984-90)**	2,000	6,000	33%
Projected Public Investment (1984-90)	1,000	3,000	33%

\* Includes:

Federal Reserve Building  
Boston Marine Industrial Park  
Charlestown Navy Yard  
Marriott Long Wharf Hotel  
Bird Island Flats

\*\* Includes office space growth of over 4 million square feet  
and industrial space growth of over 1 million square feet.

Source: BRA Research Department, September 28, 1984.

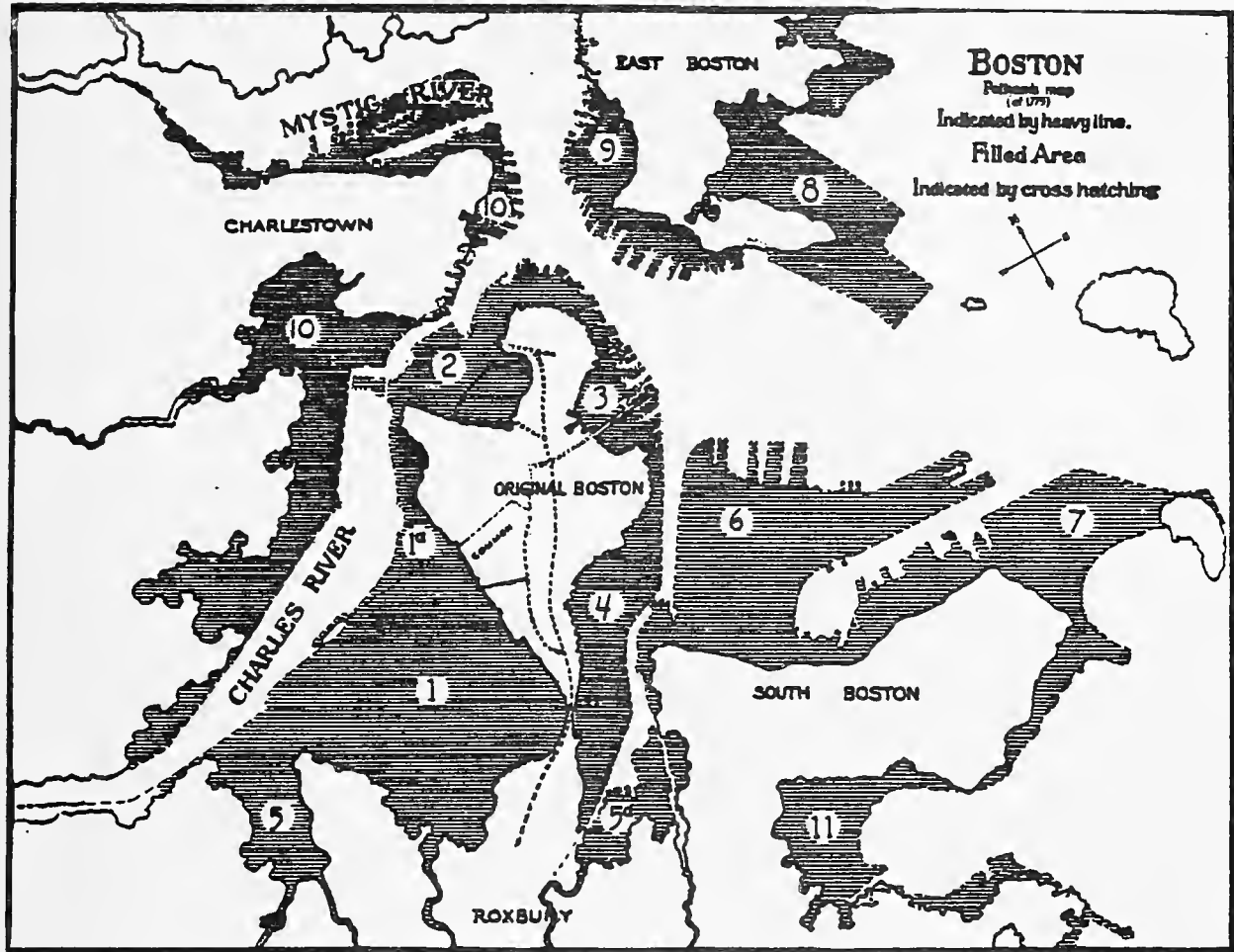
TABLE 5

THE BOSTON ECONOMY:  
POPULATION AND HOUSING TRENDS AND PROJECTIONS

	Harbor Periphery	City of <u>Boston</u>	Periphery as Percent of <u>Boston</u>
Population Change (1970-80)	4,500	-78,000	
Population (1980)	111,653	563,000	20%
Housing Unit Increase (1970-80)	2,191	10,000	22%
Housing Units (1980)	50,881	241,000	21%
Persons per Household (1980)	2.2	2.3	
Projected Increase in Population (1984-90)	12,000	22,000	55%
Projected Increase In Housing Units (1984-90)	8,000	16,000	50%

Source: BRA Research Department, September 18, 1984.





## THE FILLED-IN AREAS OF BOSTON

Boston has greatly increased its area by filling bays, coves, and inlets. The original area is usually given as 783 acres. The filled-in lands add between three and four times that amount. Dates and amounts given below are approximate only as records do not agree, having been made at different times and by different men, and in certain localities filling-in is still in process. The figures are the best available and the numbered paragraphs refer to sections indicated on the accompanying map.

1. Back Bay, amount about 570 acres, mostly done after 1856 and continued to 1894.

1a. West Cove, amount about 80 acres, begun in 1803 and completed in 1863.

2. Mill Cove, amount about 70 acres, begun in 1804 and completed in 1835. Much of the filling north of the Causeway (indicated on the map by a line) was done in 1835.

3. Great or East Cove, amount about 112 acres, begun in 1823 and completed in 1874.

4. South Cove, amount about 86 acres, begun in 1806 and completed in 1843.

5. Roxbury, amount about 322 acres, the filling-in of which might be said to have started with that of the Back Bay as it was a continuation of it, becoming quite active in 1878 and completed in the 1890's, excepting that part bordering on the South Bay, which is in the section marked "5a".

5a. South Bay, amount about 138 acres, begun in 1850, not yet completed.

6. South Boston, amount about 714 acres, begun in 1836, still in process.

7. Marine Park, acquired in 1883, about 57 acres; bridge to Castle Island, July 1, 1891, included in South Boston filling.

8. Boston Air Port, authorized, May 12, 1922, about 150 acres in 1928, opened Sept. 8, 1923; part of the East Boston filling.

9. East Boston, amount about 370 acres, begun in 1880, not yet completed.

10. Charlestown, amount about 416 acres, begun 1860, completed to present state about 1896.

11. Columbus Park with Strandway, amount about 265 acres, acquired, 1890-1901; part of South Boston filling, as given above.

Much of the filling material for the Back Bay district came from Needham; the contractors, Goss and Munson, built six miles of railroad to facilitate transportation. The mill pond was filled from the cutting down of Sentry (Beacon) and Cotton (Pemberton) Hills. The West Cove was filled in part from the cutting down of West Hill (Mt. Vernon). Fort Hill contributed to the filling along Atlantic Avenue and to raising the grade of territory whose drainage had been impaired by the filling-in of the Back Bay. The dumping of city ashes and the dredging of the harbor also furnished material for various fillings.



# Harborpark





## HARBORPARK

Harborpark Phase One is represented by a proposed physical plan for public and private improvements, presented on the following page, and by a series of proposed policies and guidelines regarding Inner Harbor Access and Urban Design, the first and second sections, respectively. The third describes Harborwalk; the fourth presents Harborpark's related objectives with respect to; Recreation; Culture, Education, and the Arts; Economic Development; and Transportation.

Harborpark Phase One is the proposed plan for Boston's Inner Harbor. It encompasses a seven mile area, stretching between the Charlestown Navy Yard, the North End, downtown waterfronts, Fort Point Channel, and the Fan Piers. As the first installation of Harborpark, Phase One seeks to generate a public discussion about the Inner Harbor. It thus presents both a plan and a set of concepts. The plan is for a waterfront walkway, Harborwalk, and the provision of certain public amenities along that walkway. Harborpark's concept is to ensure balanced, controlled, and rational growth in the Inner Harbor.

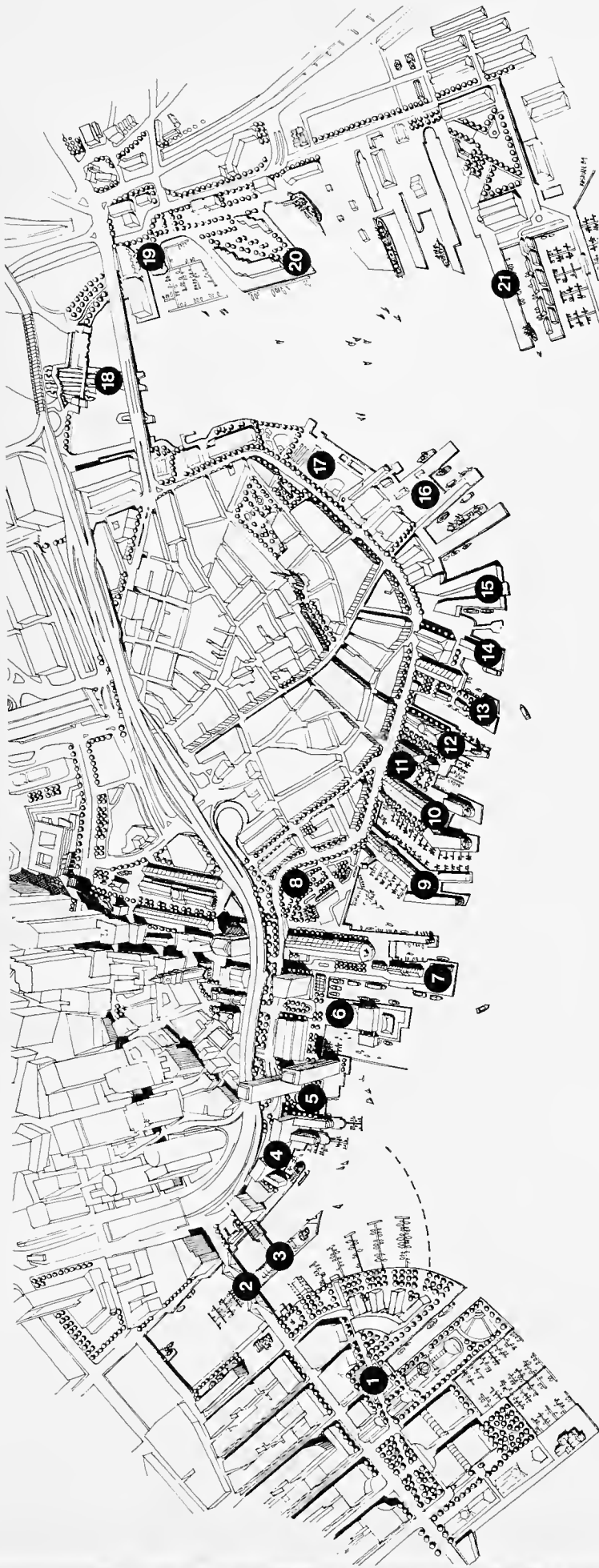
Central to the concept of Harborpark Phase One are the goals of ensuring that all people have access to the water's edge and access to the waterfront's economic and physical opportunities. The Harborpark plan and policies which follow aim to meet these goals in a number of ways:

- o By encouraging a balanced mix of private development and public improvements;
- o By proposing the creation of a continuous seven-mile long waterfront walkway and the reforestation of the waterfront adjacent to the walkway;
- o By establishing guidelines and criteria for private developments to ensure their compatibility with the character of the waterfront and to minimize their adverse environmental effects; and
- o By proposing a series of public spaces and public facilities which will provide opportunities for recreational and cultural activities.

### ACCESS

An important proposed goal of Harborpark Phase One is to improve public access to the Boston waterfront. Public access in this context means not only that all citizens can





- ① **FAN PIER**  
Public Marina, Promenade  
Water Taxi Dock
- ② **NEW NORTHERN AVENUE BRIDGE**  
Harbor Walk and Landscape Park
- ③ **HISTORIC NORTH AVENUE BRIDGE**  
Public Dock, Marina, Boat Basin, Observation Tower
- ④ **ROWES AND FOSTER'S WHARF**  
Boat Terminal, 8th Floor Public Observation Deck, Public Access
- ⑤ **INDIA WHARF**  
Harborwalk-Seating

- ⑥ **AQUARIUM**  
Harborview, Seal Pool and Fountain
- ⑦ **LONG WHARF/WHARF**  
Boat Docks, Major Vicinity Area, Park
- ⑧ **WALK TO THE SEA**  
Bandsland, Public Promenade, Landscaped Area
- ⑨ **COMMERCIAL WHARF**  
Maritime Museum, Public Dock
- ⑩ **LEWIS WHARF**  
Wintergarden, Aviary
- ⑪ **PILOT HOUSE**  
Harborview, Public Seating

- ⑫ **SARGENT'S WHARF**  
Water Taxi, Public Boat Docking, Housing
- ⑬ **UNION WHARF**  
Harborwalk
- ⑭ **LINCOLN WHARF**  
Fireboat Pier, Tall Ship Dock
- ⑮ **BATTERY WHARF**  
Lobster Pound, Harbor Viewing Area
- ⑯ **CONSTITUTION WHARF**  
Harbor Viewing Pier, Harborwalk
- ⑰ **NORTH END PLAYGROUND**  
Bocce Courts, Hockey Rink, Swimming Pools

- ⑱ **CHARLES RIVER DAM AREA**  
Observation Bridge, Paul Revere Landing
- ⑲ **CHARLESTOWN CITY SQUARE/ RAPIDS WAREHOUSE DEVELOPMENT**  
Harborview, Marina, Harborwalk
- ⑳ **HOOSAC PIER**  
Harborwalk
- ㉑ **CHARLESTOWN SHIPYARD PARK**  
Public Marina, USS Constitution, Major Path Park

## Harborpark Phase One

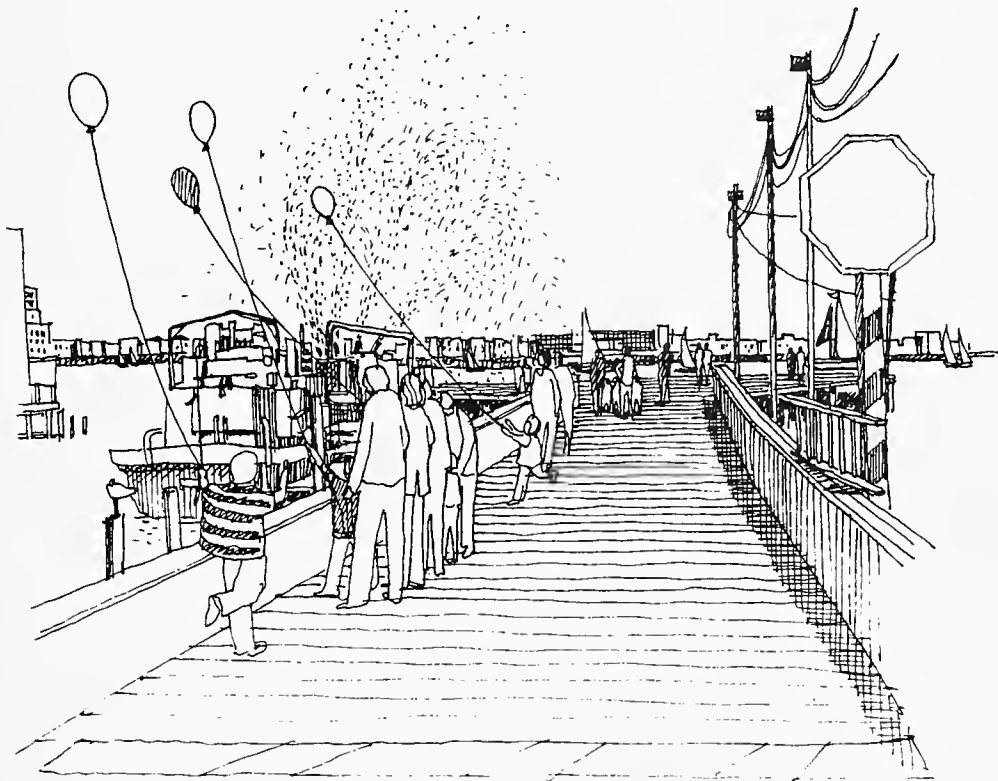




gain physical proximity to the Harbor, but that they can also take advantage of the new jobs, housing, and recreational opportunities that develop along the waterfront. Harborpark Phase One seeks to guarantee pedestrian, visual, land, and water access to the Harbor through the following concepts and proposals.

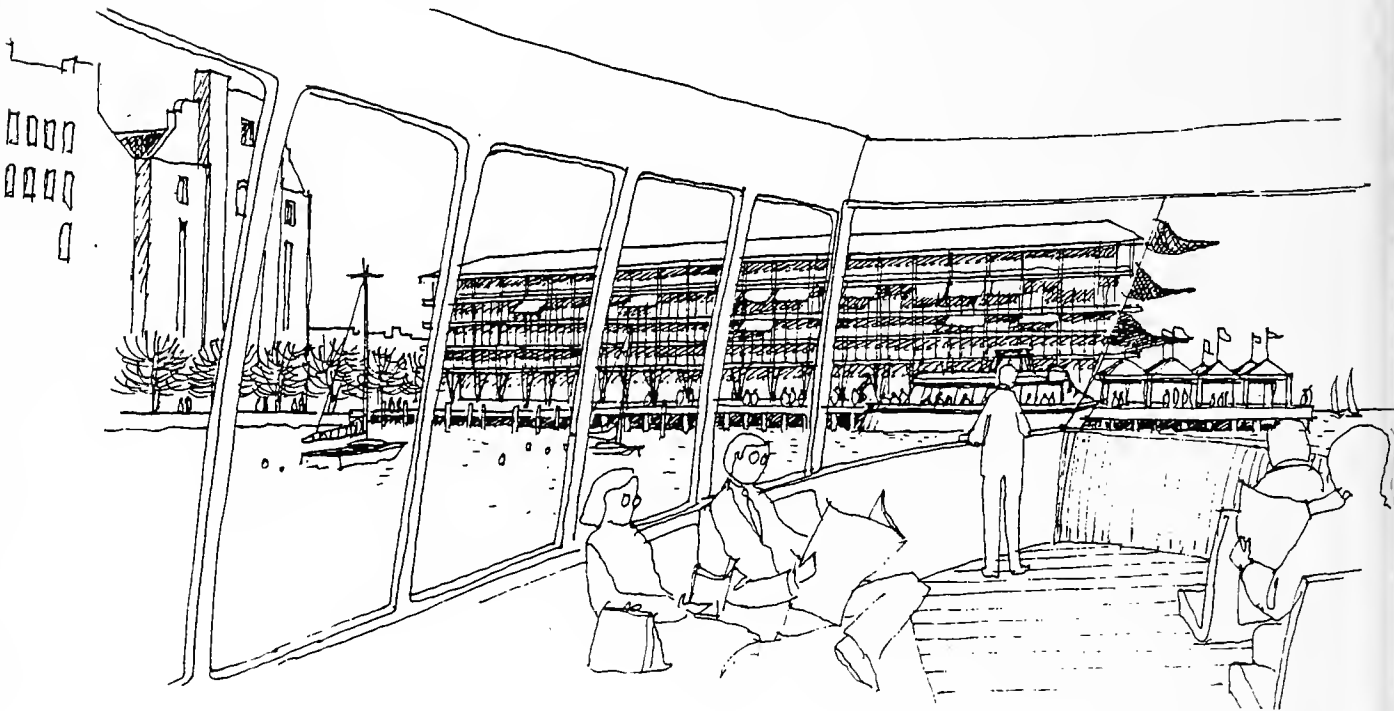
### Pedestrian Access

- o Harborpark Phase One proposes a continuous seven mile public waterfront path, called Harborwalk, connecting the wharves and linking waterfront activities together.
- o Harborwalk and its links to downtown, the North End, and City Square could be clearly identified with lighting, signs, special landscaping, and fine art.
- o Harborwalk could also include connections to the Freedom Trail, the Esplanade and the existing network of open space amenities, parks, paths, and bikeways.
- o Harborwalk could be free from barriers that would inhibit wheelchair access; and paving textures and other techniques could be used to facilitate access by people with impaired vision.



## Water Access

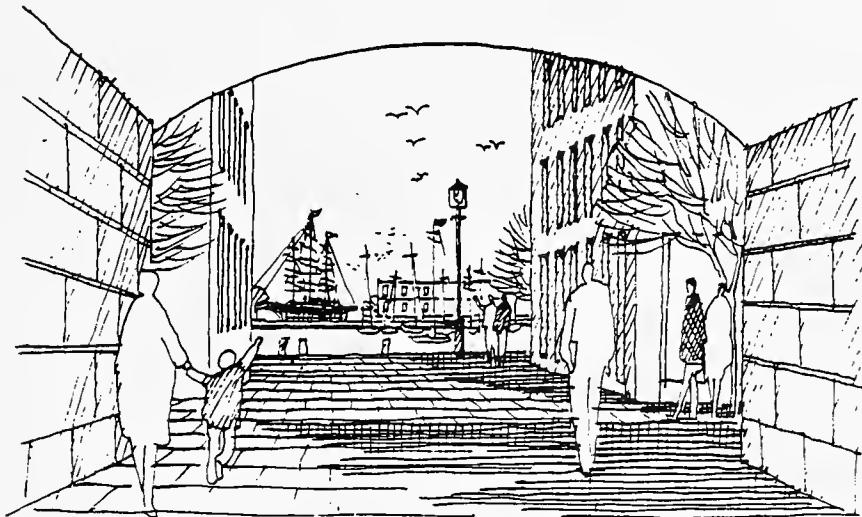
- o Harborpark Phase One proposes to encourage the use of ferry service to East Boston, water-taxis to the airport, Charlestown, and Columbia Point, and commuter boats to the North and South Shores and to the Harbor Islands. Creation of this Inner Harbor water transit system could more than triple the current volume of 2,000,000 boat-based passenger trips.
- o Water transit terminals, marina facilities, dinghy landings and moorings, and marine service and supply stations are proposed for locations at the Fan Piers, Northern Avenue Bridge, Rowes, Long, Commercial, Lewis, Sargent's and Lincoln Wharves, and in Charlestown.
- o When new roads and bridges are needed, they should be designed to accommodate marine activities and to enhance the character of the waterfront.



- o The proposed private development plans for major wharves -- Long, Sargent's, Lincoln, and Fan Pier -- now include facilities for the docking of Tall Ships and for public viewing, and present opportunities for special maritime events.

### Visual Access

- o Harborpark Phase One attempts to enhance existing views of the wharves and the Harbor from the City at City Square along Hanover Street at Fleet, Clark, and Battery Streets; from Government Center along the Walk-to-the-Sea; from the Downtown Financial District along Broad and High Streets; and from South Boston at Pittsburgh, Sleeper, and Farnsworth Streets. New vistas should also be established by defining new view corridors.
- o Harborpark Phase One proposes to secure unobstructed public views of the City from Fan Pier, Long Wharf, and Sargent's Wharf, and from across the Harbor, so that the public pier-heads become attractive places to visit.
- o Viewing towers and large-scale sculpture are also proposed to identify major public docking facilities at Fan Pier, Fort Point Channel, Rowes, Long, Sargent's and Lincoln Wharves.



## URBAN DESIGN

Harborpark Phase One design standards will seek to create a new image that derives from the traditional scale and character of the waterfront and that recalls the highest standards of Boston's architectural heritage. The relationship between land and water should be enhanced by sensitive site planning and building design that encourages recollection of our history, while recognizing the special design problems of a marine environment. The Boston Redevelopment Authority will publish interim design standards for Harborpark on November 20, 1984. The following design principles will guide these standards.

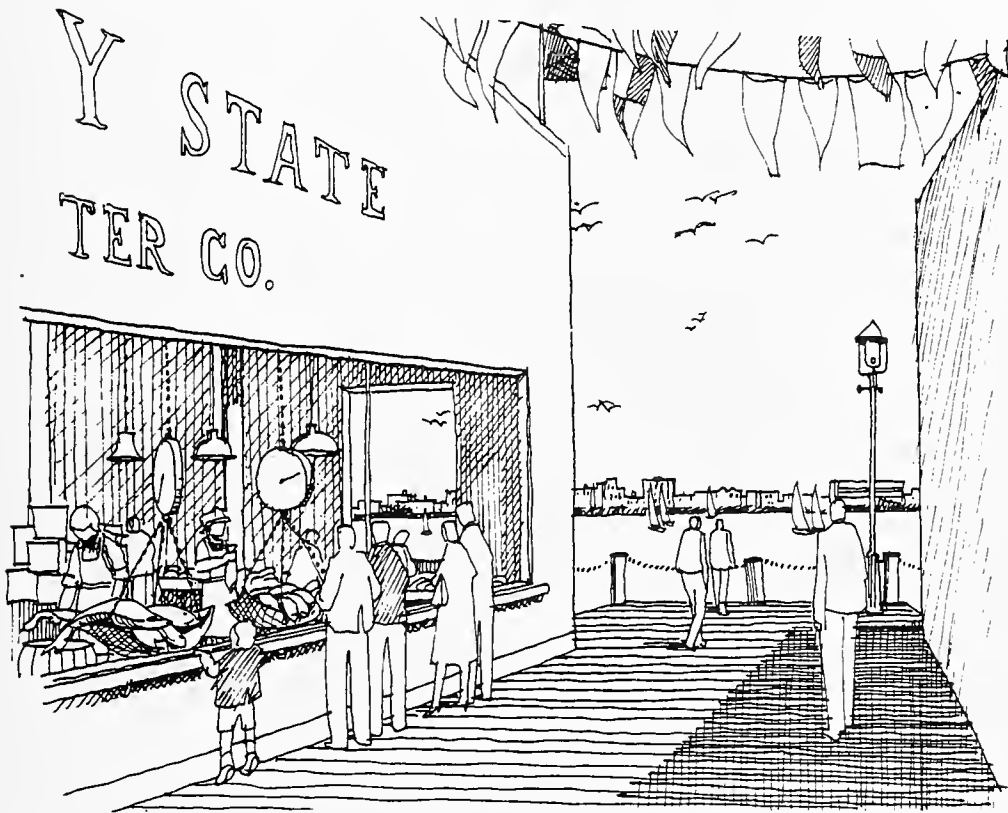


### Site Design

- o Central to Harborpark Phase One's design concept should be the provision of attractive public amenities on each of the wharves.



- o New developments should be required to provide low structures at the edge of the water and to enhance the finger pier form for wharves.
- o The public nature of Harborpark Phase One should be expressed through easily recognized symbols -- arcades, domes, and observation towers. Piers should be designed to be welcoming.

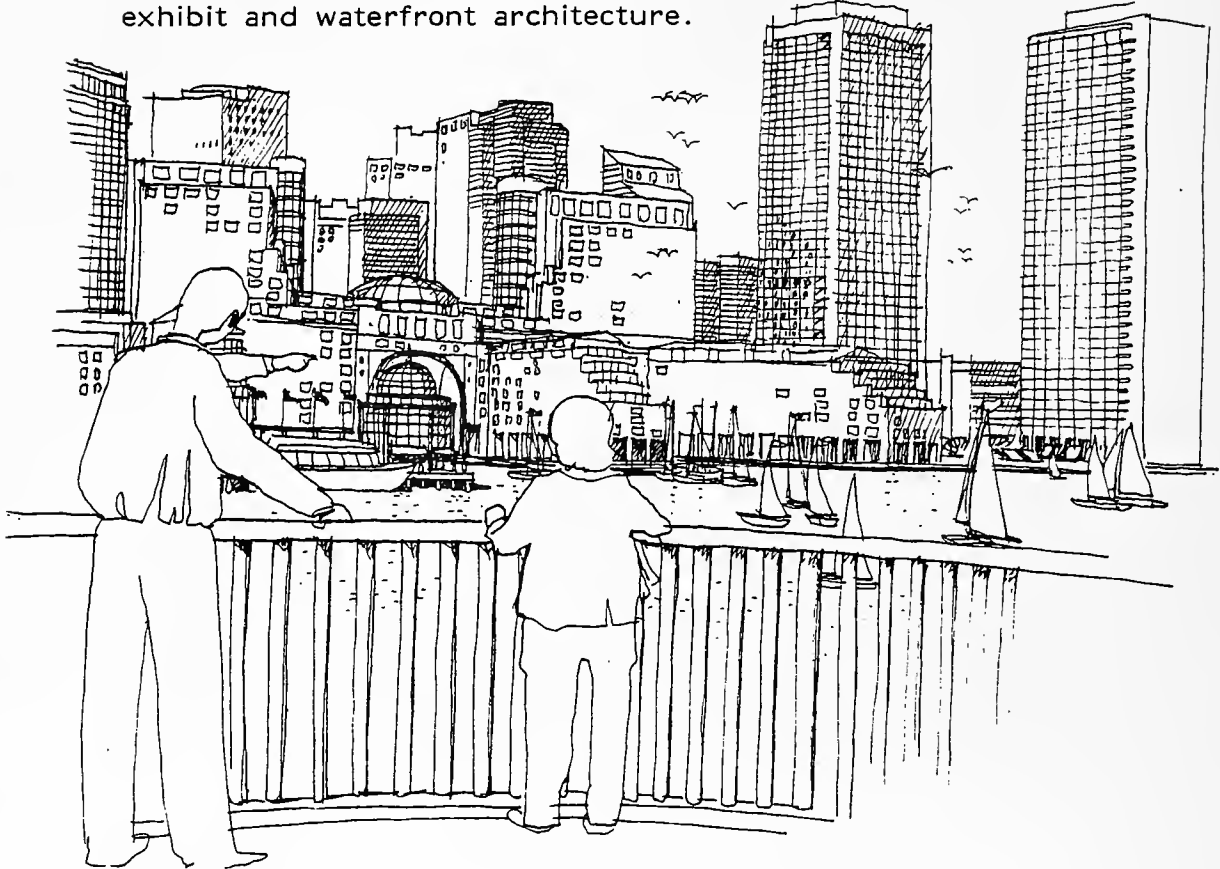


- o Fine art -- sculptures, murals, and special gardens -- should be signatures that identify Harborwalk and enhance the user's sense of quality.

### Building Design

- o Harborpark building design guidelines should require that new buildings be designed with respect for architectural history and traditions.
- o Building design should recall the traditional shape, roof-lines, and massing of the historic waterfront.
- o The local architectural vernacular of penthouse and shed structures should also be reflected in new buildings.

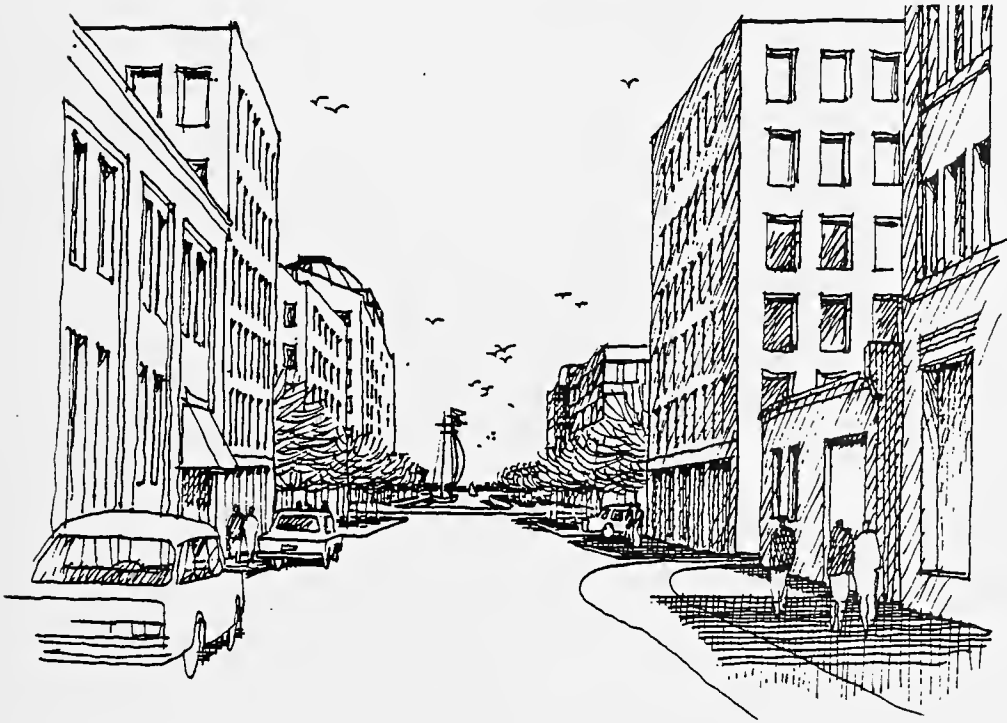
- o The careful use of color, texture, detailing, and masonry materials could enhance the maritime character of Harborpark.
- o Special public spaces should be recognized as deserving special forms that have kinship with the best examples of exhibit and waterfront architecture.



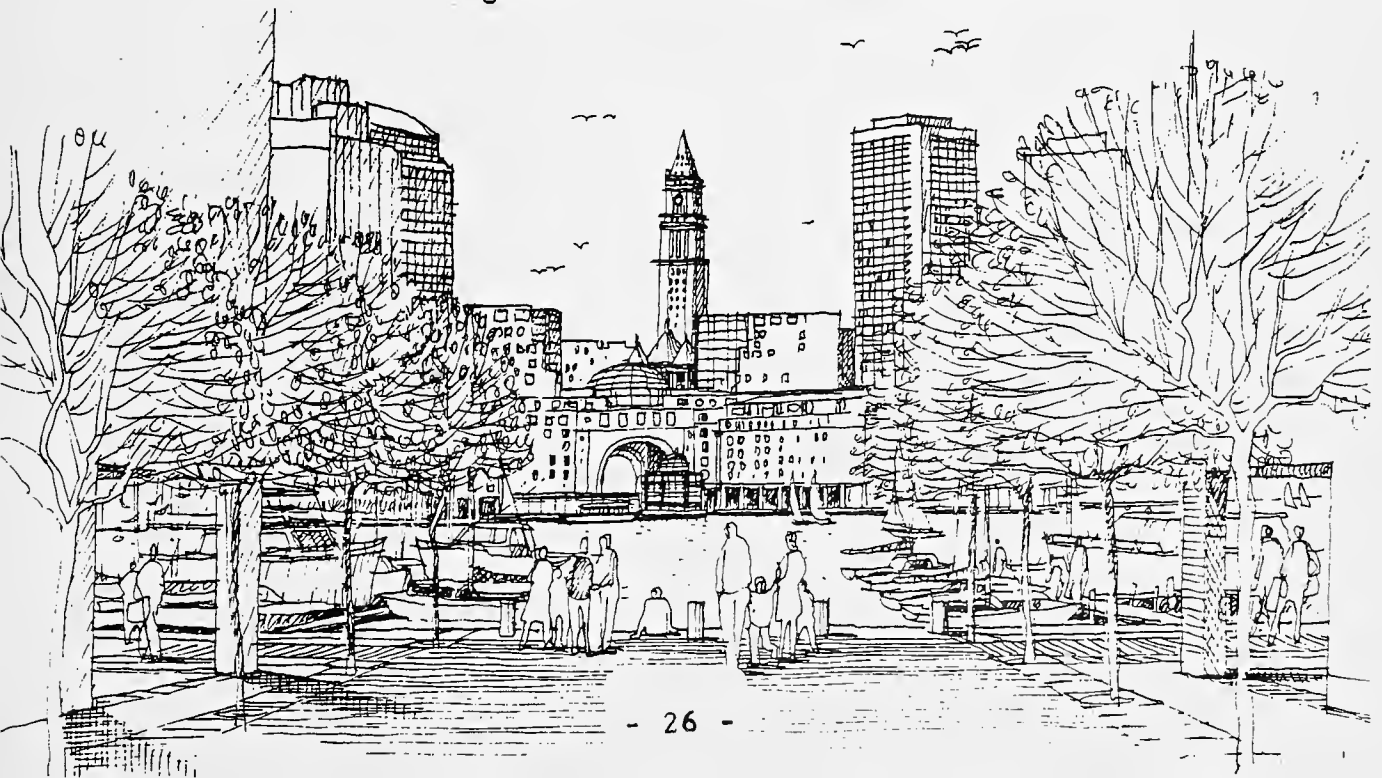
Landscape Design

- o Harborpark Phase One should offer citizens and visitors of Boston a great many new plantings and respite from city streets. This concept devolves from Frederick Law Olmsted, designer of Boston's Emerald Necklace and Marine Park/Castle Island among many other important open spaces in the country. He designed his parks as "places of respite from the City, spaces to provide... a pleasure common, constant and universal... which results from the feeling of relief... on escaping from the cramped, confining and controlling circumstances of the streets of the town." Olmsted also said, "The principal element of a park is its plantings."
- o Harborpark seeks to return the edge of the Harbor to a more natural state with the planting of thousands of trees and plants.

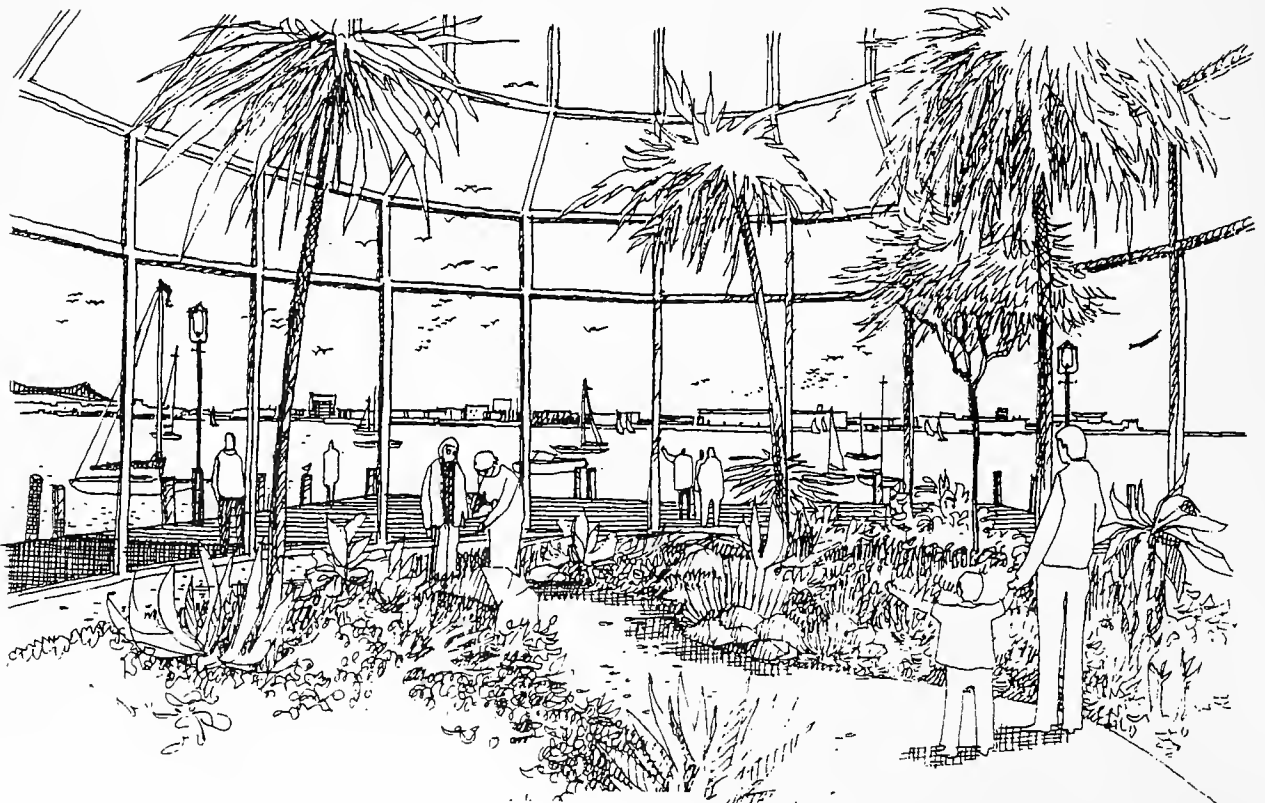
- o Rows of leafy, canopy trees should edge broad promenades and walks, providing dappled shade on hot sunny days for the pleasure of strollers, joggers, and busy citizens. Seasonal changes of color and texture, fragrant spring and summer flowering trees, wind deflection and strong feelings of place should be other benefits.



- o These street trees will also link Harborpark back into the city and similarly lead people from the city core to Harborwalk; trees should define the streets and walks with ribbons of green.



- o Bosques and groves of evergreen trees in the more protected garden areas could insure greenery for the winter months, variety of form and texture, and wind-breaks for easier access during stormy weather. Evergreen trees could define space, frame and reveal views and vistas, screen and provide privacy, and reduce glare, noise, and air pollution.
- o The microclimate of the Harbor requires the use of hardy, seaside plant varieties, which will tolerate salt spray and windy conditions. Sycamore Maples (*Acer pseudoplatanus*), Thornless Honeylocusts (*Gleditsia triacanthos inermis*), London Planetrees (*Platanus acerifolia*), and Pin and Red Oaks (*Quercus palustris* and *Quercus rubra*) are therefore recommended, as are Austrian Pines (*Pinus nigra*) and Japanese Black Pines (*Pinus thunbergii*) as evergreens. Recommended shrubs include the Juniper (*Juniperus horizontalis* 'Blue Rug' and 'Bar Harbor'), Yew (*Taxus baccata*), Rock Spray Cotoneaster, Barberry, Bayberry, and *Rosa rugosa* since they are at home in this ocean setting and will provide a variety of color, texture, and interest.
- o Planting beds and tubs featuring hardy perennials, low shrubs, spring bulbs and seasonal flowers could enliven and beautify Harborwalk; they should be placed in quiet sitting spaces with a backdrop of green trees and shrubs, in large open plazas with vendors, in restaurants and shops, on terraces of adjoining buildings, and on walkways and boardwalks.





- o The palette of landscape materials established at Waterfront Park, the Marriott Long Wharf Hotel, the Aquarium, Harbor Towers and 400 Atlantic Avenue should continue in Harborpark Phase One to further define and identify the space. These materials include 'Mariner' light fixtures, wooden benches with backs, trash receptacles, and signage. Appropriate walkway paving materials -- brick, granite, wooden deck, stonedust -- could also permit ease of movement in all types of weather.

## THE HARBORWALK

When complete, the Harborwalk will be a seven mile pedestrian-way that will provide access to both the waterfront and the cultural and recreational facilities outlined in the Harborpark plan. At present, less than two miles of the Harborwalk is complete.

Over five additional miles of the Harborwalk will be built by 1990. As delineated in the following schedule, over half of the improvements will occur during the next three years.

### Harborwalk Completion Schedule

#### 1984-85

Walk to the Sea	.61 miles
Constitution Wharf	.63
North End Playground	.45
Subtotal	<u>1.69 miles</u>

#### 1985-87

Rowes/Fosters Wharf	.22
India Wharf	.11
Union Wharf	.22
Lincoln and Battery Wharf	.50
Charles River Dam	.09
Hoosac and Shipyard Park	.23
Subtotal	<u>1.37 miles</u>

#### 1987-89

Fan Pier	1.24
Northern Avenue	.40
Long Wharf	.11
Commercial Wharf	.22
Lewis Wharf	.05
Sargent's Wharf	.25
Subtotal	<u>2.27 miles</u>

Over 80% of this additional Harborwalk will be built, and maintained, by the private sector.

## RELATED OBJECTIVES

### Recreation

Harborpark would encourage a variety of recreational attractions at each of the wharves for the public to participate in and enjoy year round.

- o Harborwalk, as proposed, is designed to attract a broad range of residents and visitors to boating activities, as well as to more passive pursuits such as sun-bathing and brown-bagging.
- o Swimming pools, softball fields, boccie courts, a hockey rink, and a fishing pier should offer opportunities for waterfront enjoyment to the North End community.
- o Harborpark's amenities and attractions should appeal to a broad spectrum of interests, returning the life of the City to the water's edge.
- o Harborpark Phase One would enable the City and public to program many events including a possible Harborpark run, the blessing of the fleet, concerts, drama, clam-bakes, a fireboat demonstration, and a July 4th display of fireworks.



## Culture, Education, and the Arts

Another major objective of the plan is to bring Boston's unique love of culture, education, and the arts to its waterfront. This could be accomplished as follows:

- o Harborpark Phase One proposes settings for concerts, drama, music, and dance.
- o Harborpark recommends new cultural facilities including public art and museums for the Harbor area.
- o Harborpark would encourage cultural and historical exhibits and displays of research efforts, bringing Boston's history to life.

## Economic Development

A critical element of Harborpark is to provide for balanced, rational, and orderly growth along the Harbor. This is a two- part process: Harborpark must control and channel growth where development pressures are severe, so that the public's interests are advanced, and it must seek creative techniques to encourage growth where it is needed but not forthcoming.

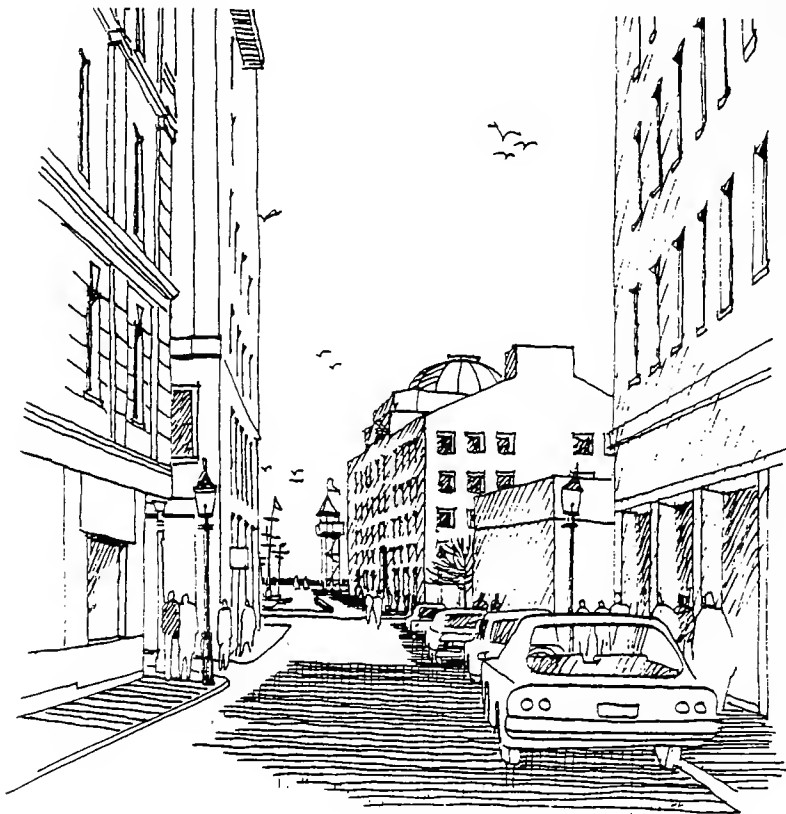
- o Harborpark Phase One seeks to encourage a balanced mix of private development, which would include affordable housing, office space, retail shops, and entertainment, hotel, and conference facilities.
- o A central precept of Harborpark is that Boston residents and visitors of all income levels be served by Harborpark facilities; a diversity of uses is therefore contemplated.
- o Special planning efforts will be needed to evaluate the best opportunities and to shape longer term strategies for the economic development of the South Boston, the East Boston piers, and the Charlestown Navy Yard. These efforts must involve the appropriate City departments and agencies, the state government, the private sector and the neighborhoods.

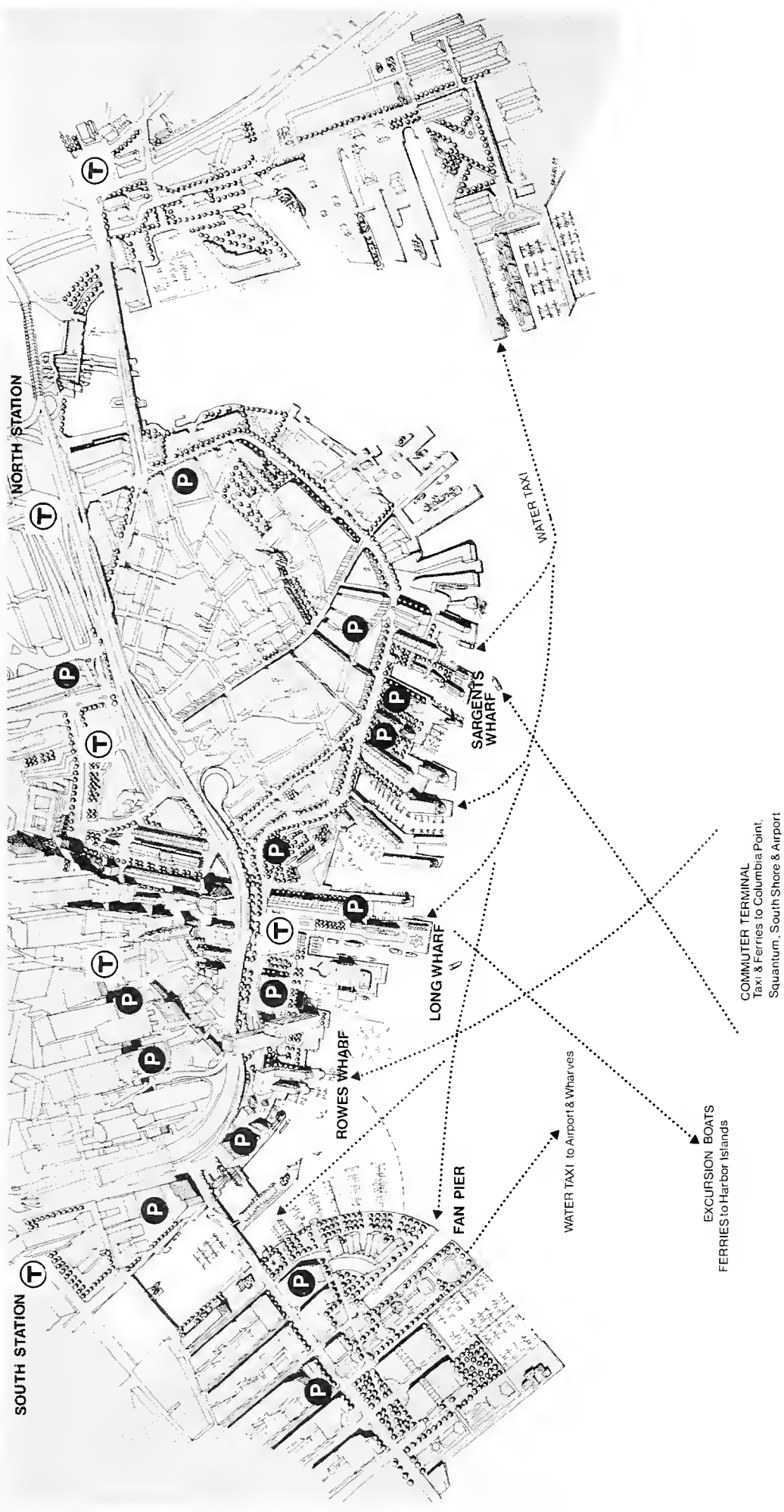
## Transportation

Harborpark seeks not only to take advantage of current private development resources but also to help improve the City's transportation art work.

- o Harborpark helps establish the increased use of water transit systems to reduce the current dependence on vehicular transportation.

- o Harborpark proposes enhanced automobile and tour bus access and parking.
- o Harborpark also proposes that new parking be required as part of the development process at the following locations: Charlestown Navy Yard, Sargent's Wharf, Rowes/Fosters Wharf, Fort Point Channel Area, South Station, and North Station.
- o In and adjacent to Harborpark, parking should be limited to underground sites or the reuse of existing buildings.
- o Subway stations should be marked with a distinctive Harborpark logo and provide detailed area maps to help encourage the increased use of mass transit.
- o Special design attention could be given to the creation of all weather connections between parking and mass transit stops and the various boat terminals.





## Harborpark-Transportation-Components



## SUMMARY

Harborpark must be a cooperative effort. The map of the walkway, the identification of specific improvements and the statements of policies and guidelines represent a proposal for an integrated plan to bring balanced and orderly growth to the waterfront and make the waterfront more enjoyable and accessible to all people. This proposed plan, however, is only the beginning. Citizen participation is the essential next step for Harborpark.

Balanced growth, economic and recreational benefits, improved environment, and public facilities resulting from implementing Harborpark Phase One should provide an example and goal for other parts of Boston's waterfront. The following chapters describe the public benefits of Harborpark and a public participation process for the implementation of the plan.





# Public Benefits





## PUBLIC BENEFITS

The principal goal of Harborpark is to boost Boston's quality of life. In keeping with this goal, Harborpark will result in numerous public economic and social benefits for the residents and visitors of Boston. These benefits, including new job opportunities, new housing, improved public transportation, additional tax revenues, and a variety of new cultural and recreational opportunities are discussed below.

### JOBS

The seven Harborpark developments, which include existing and proposed projects, represent a total investment of over \$450 million by 1990. (See Table 1) The four projects, which have an estimated completion date of 1987, will produce an investment of over \$136 million. The largest project, at the Fan Pier, will not be completed until the 1987-1989 period, and will double all investments of the previous period. This investment will be guided by Harborpark's concepts to direct the economic benefits to Boston neighborhoods.

TABLE 1

### HARBORPARK DEVELOPMENT INVESTMENTS AND JOBS GENERATED

	<u>Development Investment</u>	<u>Construction</u>	<u>Jobs Permanent</u>
1985-87			
Rowes & Fosters	\$ 56,760,000	756	1,379
Sargent's Wharf	38,240,000	510	647
Lincoln Wharf	17,650,000	235	3
City Square/ Rapids Warehouse	<u>24,000,000</u>	<u>320</u>	<u>827</u>
	136,650,000	1,821	2,856
1987-89			
Fan Pier	279,000,000	3,720	1,628
Commercial Wharf	11,410,000	152	402
Lewis Wharf	<u>23,600,000</u>	<u>315</u>	<u>596</u>
	314,010,000	4,187	2,626
TOTAL	\$450,660,000	6,008	5,482

These investments will generate over 6,000 construction jobs and nearly 5,500 permanent jobs. An important objective of Harborpark is to direct these jobs to Boston residents, minori-

ties and women. Therefore, it is proposed that hiring goals, such as those expressed in Mayor Flynn's Executive Order, which mandates that 50% of construction jobs be awarded to Boston residents, 25% to minorities and 10% to women, be adopted as part of the long-term Harborpark plan. Because there have been shortfalls in implementing this Executive Order, better monitoring of hiring agreements will be required if the promise of benefits is to produce actual employment opportunities.

Not only will Boston residents directly benefit by increased jobs, but local service oriented businesses will prosper as they meet the needs of new developments. This ripple effect increases the economic benefits of the seven development projects to produce a larger overall effect.

By 1990, investment in the Harborpark area could surpass \$2 billion, which is over one-third of the total \$6 billion investment in the City of Boston currently anticipated in the same period. This \$2 billion is double the sum invested in the same area during the 1976-1983 period.

This growth could provide space and demand for up to 25,000 new jobs, compared to the 10,000 new Harbor area jobs generated between 1976-1983; such employment would constitute one-third of Boston's expected 75,000 new jobs. New office space will generate a lesser number of jobs. Blue collar jobs will be created in the fishing, industrial, communications, hotel, and restaurant industries. The remaining jobs will be in the transportation sector.

The key questions that arise from this amount of development interest are: (1) How much growth is optimal; (2) What kinds of projects are best for each Harbor area or parcel; (3) What public benefits can be obtained from each development; (4) What overall plan can maximize the quality of life for Boston residents; and (5) Is such a plan consistent with maximizing private benefits?

Since Harborpark includes all of Boston's shoreline, its ultimate and direct benefits will be felt by more than 100,000 residents or close to 20% of the City's population. These are neighborhoods which experienced an overall drop in population and a labor force loss as the Harbor declined. Balanced development can revitalize those neighborhoods which are among those most in need.

## HOUSING

An important contribution to the City's quality of life will be the housing generated by Harborpark. Steady population growth and a continuing decline in average household size hold the prospect for a healthy increase in the number of households. Given this, and the current situation where sixty-three percent of the City's 1980 housing stock was built before 1940, it's clear that Boston will require substantial new housing over the next decade. New demand for housing, based on population growth and an increasing household formation rate, is projected at 22,500 units during the 1980s. Adding an allowance for the replacement of the existing housing stock at the rate of five percent a decade (12,000), indicates a decennial need for roughly 34,500 new housing units, or 3,450 a year.\*

Housing developed along the Harbor can help meet this growing demand. Because Harbor views command a market premium, however, new Harbor area housing will be expensive to construct, rent or purchase. Harborpark proposes to simultaneously address the supply and affordability questions by encouraging the construction of Harbor housing, while requiring that 30% of such housing units be available to low and moderate income citizens. This objective can be achieved through a variety of production means: (1) fully subsidized or mixed income projects; (2) market-rate projects with inclusionary low and moderate income components; (3) special projects, employing UDAG or other funds; and (4) off-site linkage units. Table 2, while not representing a definitive housing plan or development agreement, demonstrates, nevertheless, that the 30% goal is attainable even during this period of scarce Federal funding for affordable housing.

Linkage funds could be used to subsidize the supply and/or demand side of rental housing or to subsidize homeownership. This latter mechanism, homeownership, should be the preferred goal of Harborpark since it would allow Harborpark citizens to share in the inevitable property value appreciation along the Harbor. Another mechanism for accommodating low

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\* "Boston's Prospective Development and the Linkage to Housing Needs", Boston Redevelopment Authority Research Department, October, 1983.

TABLE 2  
ESTIMATED HOUSING DEVELOPMENT

<u>Project</u>	<u>Units</u>	<u>Low and Moderate Units</u>	<u>Linkage Units</u>	<u>Total Low/Mod</u>
1. Charlestown Bldg. 103	112	112	-	112
2. Lincoln Wharf	190	-	-	-
3. Lincoln Wharf II	50	-	12*	12
4. Sargent's Wharf	185	36	-	36
5. Fan Pier	1,000	50*	90*	140
6. Columbia Point Redevelopment	1,400	800	-	800
7. Rows & Fosters	310	-	63	63
8. Lewis Wharf	<u>80</u>	<u>8</u>	<u>17*</u>	<u>25</u>
TOTALS	3,327	1,006	182	1,188

\* These figures represent minimum estimates.

and moderate income residents could be the use of linkage funds for off-site construction. In this context such funds could be used to help renovate housing units near or along the waterfront.

Whatever the mechanism, Harborpark stands for two principles: Boston's substantial housing needs dictate that housing construction and rehabilitation should be encouraged along the Harbor, and 30% of such housing should be available to low and moderate income citizens.

#### TRANSPORTATION

Harborpark is designed to get people out of their cars, on to their feet, on to boats, and on to mass transit. The seven miles of continuous walkway will provide an attractive connection for the many uses in the waterfront/downtown area. The walkway will become a transportation route for the many people living, visiting, and working in Harborpark.

In designing Harborpark, special attention must be given to water transportation. The goal is to triple the number of passengers now using commuter boats and water taxis. Congestion will be reduced by the replacement of automobile trips. Ferry terminals will be located at the Fan Pier, Rowes Wharf, Long Wharf, Sargent's Wharf, and in the Charlestown Navy Yard. Boats will provide transportation to and from East Boston, the Airport, Columbia Point, Squantum, and other South Shore communities. Efforts will be made to provide connections to Revere, Nahant, and other North Shore communities.

New marinas will be constructed and required to provide a certain percentage of their spaces for visiting boats. In addition, the Harbormaster will designate moorings for short-term use. Nearby piers will provide landing places for dinghys so that people can get from their boats to the shore. These new marinas will be located at the Fan Pier, Old Northern Avenue Bridge, Rowes & Fosters Wharves, Sargent's Wharf, T Wharf (adjacent to Long Wharf) and in the Charlestown Navy Yard.

Most of the area through which Harborpark winds makes up the oldest part of Boston. Streets are narrow and congested, parking is limited and always a problem. As a result, special attention is given to the provision of mass transit and automobile parking. Four MBTA stations are in close proximity to Harborpark. Special signage and maps will be provided showing the connections from the stations to Harborpark and its various amenities.

Four thousand new off-street parking spaces, as part of new development projects, will be located with easy access to Harborpark. In addition to the major parking facilities already planned for North and South Stations, large scale parking are proposed for the Fan Pier and the Charlestown Shipyard. In each of these four areas, cars will be parked before they enter the downtown/waterfront area. Other facilities are included in the design of Sargent's and Rowes & Fosters Wharves.

Drivers who today sit in their cars for the 20 minute last mile of their trip to Boston will be able to use offstreet parking and shift to water taxis for a relaxing 5 minute trip to a site no further from their destination than they would park today. Carefully designed and located parking garages and mass transit terminals (including Commuter Boat and Water Taxi terminals) will support the user who makes the wise decision to avoid the use of cars in this congested area.

## TAX REVENUES

The City of Boston, the Commonwealth of Massachusetts, and the Federal Government would all benefit through tax revenues that would be generated by Harborpark projects. The State and Federal governments would gain the lion's share of the tax benefits. These revenues will contribute to the economic health of the City, State, and Nation, helping to build and maintain infrastructure, and provide monies for the maintenance and servicing of public needs and places.

### A. Revenues Generated to the City

#### . Property Tax

The Harborpark project will generate an estimated \$150 million in additional property tax revenues to the City over the six year 1984-90 period. These additional property tax revenues would help allow the City of Boston to provide increased Police, Fire, Public Works and other City services which are sorely needed, and currently overburdened.

The annual projected property tax yield of selected major projects along would be \$13 million.

<u>Projects</u>	<u>Annual Property Tax Revenues for Selected Project</u>
AREA 1	
Fan Pier	\$ 8,370,000
AREA 2	
Rowes and Fosters	1,432,000
Commercial Wharf	342,300
Lewis Wharf	619,600
Sargent's Wharf	899,680
AREA 3	
Lincoln Wharf	472,000
AREA 4	
City Square/Waterfront	720,000
	<hr/>
TOTAL	\$12,855,580



## Development Impact Project Payments

Development Impact Project payments of selected major Harborpark commercial projects will be \$5,575,000 over a twelve year period. These payments could be used to construct affordable rental housing. The following table estimates the linkage benefits from the Harborpark developments.

<u>Project</u>	<u>Commercial Square Footage</u>	<u>Total Linkage Contribution</u>
Fan Pier	500,000	\$ 2,000,000
Rowes Wharf	415,000	1,575,000
Lewis Wharf	200,000	500,000
Sargent's Wharf	300,000	1,000,000
City Square	<u>200,000</u>	<u>500,000</u>
TOTAL	1,615,000	\$ 5,575,000

All figures are estimates based on developers' plans, and are subject to change.

### B. Revenues Generated to the Commonwealth of Massachusetts

Harborpark developments would generate \$450 million in tax revenues to the State in the six year period 1984-90. The composition of the projected growth in State revenue is as follows:

<u>Source*</u>	<u>Amount</u>	<u>%</u>
Income Tax	\$211,000,000	47
Sales Tax	63,000,000	14
Hotel Tax	36,000,000	8
Meals Tax	32,000,000	7
Corporate Tax	108,000,000	24

### C. Revenues to the Federal Government

The Federal government would gain an estimated \$1 billion in income and corporate tax revenue over the six years, 1984-90.

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\* "Impact of Boston Capital Construction Freeze on Jobs and Tax Revenues", Boston Redevelopment Authority, Research Department, April, 1981.

## CULTURAL AND RECREATIONAL BENEFITS

Through public access and design guidelines, Harborpark will restore to those neighborhoods Boston's most attractive natural feature, the Harbor. Developers will be attracted by Harborpark's natural amenities, and will, in turn, pay for high quality construction and maintenance of additional amenities for the enjoyment of all Bostonians. The amenities thus created will provide cultural and recreational attractions not now available in Boston, and will include the following:

### Major Public Facilities

Museums will be created including an archaeology museum, and an historical ships museum. Existing attractions, such as the USS Constitution, the Charles River Dam public exhibit, and the New England Aquarium, which already attract year-round crowds, will be further strengthened by the addition of new activity centers such as a bandstand and Tall Ships dock. At least five new harborviews will be constructed, one of which will be an 8th floor observation deck. At least five new public and commuter docks and marinas at Sargent's Wharf, Rowes and Fosters Wharves, T Wharf, and Hoosac and Fan Piers will be constructed or renovated, greatly improving the existing shortage of public marina space in the Boston Harbor. These attractions will be united with parks, family recreational areas, and enclosed public cafes by the seven mile harborwalk.

Public amenities, parkland and activity centers are delineated in Table 3; they total 1,903,265 square feet, or 43.7 acres, of improved public space. This is a double benefit to the City, in that City funds are not required to construct or maintain these improvements. Construction costs paid by private and non-municipal public sectors total \$76,480,000. The City will also be relieved of maintenance, thus saving the City an estimated \$122,360 per year.\*

Boston residents and visitors will have easy access to these cultural and recreational amenities through Harborpark's intermodal transportation network. This system will integrate land, air and water transportation to capitalize on the Harbor's geographic configuration, thus relieving some of the current burden of auto and subway modes.

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\* Figures derived from Fiscal 1985 budget, City of Boston, Raymond L. Flynn.

## Public Benefits From Proposed Development Projects

An important characteristic of the new development projects in Harborpark will be that they will reclaim the waterfront for recreational purposes. The following development projects will include a variety of benefits for the residents of Boston, reflecting a heightened public awareness in project planning.

1. The Fan Pier Project would produce as much as \$18 million in public improvements, including large public parks, a marina and public taxi dock. A major element will be the tree shaded Harborwalk, providing access to the water's edge, and dramatic view corridors to the Harbor.
2. The New Northern Avenue Bridge construction will provide a reliable transportation link from the Interstate System to industrial development activities at Boston Marine Industrial Park, Commonwealth Pier and the Fish Pier. This will relieve truck traffic congestion from the residential areas of South Boston. The new bridge will continue the Harborwalk across Fort Point Channel, and represent \$11 million in public improvements.
3. The Historic Northern Avenue Bridge is the existing bridge, swung open and rehabilitated as a public dock and boating supply store. It will represent \$800,000 in public improvements.
4. Rowes & Fosters Wharves will create over \$2 million worth of public improvements, including an eighth floor Harborview deck, a domed central court with cafe, a public dock with commuter boat terminal, and a continuation of the Harborwalk.
5. The India Wharf project will incorporate a continuation of the Harborwalk along the edge of Harbor Towers. This will represent a privately funded contribution of \$300,000. Outdoor art already exists in this portion of Harborwalk.
6. The Aquarium has existing amenities, including a public seating area, seal pool, public sculpture and dolphin show. Additional privately funded improvements will be incorporated into this popular attraction.
7. The Long Wharf and T Wharf projects will contain \$18.7 million in public improvements. The restored Harbor Islands terminal on Long Wharf will provide docking facilities for water taxis, harbor ferries, and pleasure boats. Pier head improvements at T Wharf include an exhibit of Harbor artifacts and historic ships.

8. The Walk-to-the-Sea includes a public walkway through Marketplace Center connecting an improved Waterfront Park. Marketplace Center public amenities will include the \$300,000 landscaped walkway, a \$175,000 archaeology museum, and a \$700,000 pedestrianization of a portion of Commercial Street, all privately funded. Waterfront Park is slated for a new bandstand, benches and trees, a \$265,000 improvement.
9. Commercial Wharf is a \$11.4 million private development investment. This development will contribute public open space improvements and will be an appropriate site for a Wintergarden.
10. Lewis Wharf will provide a continuation of the Harborwalk at the pier heads and possibly a historic ship museum, allowing a view of the Harbor. These privately funded amenities could total over \$2 million.
11. Pilot House includes a Harborview and public seating. Current amenities include public access to the water's edge.
12. Sargent's Wharf development offers a 300,000 square foot opportunity for mixed income housing, office, retail, and parking. Development investment is projected at over \$3.8 million dollars and could produce substantial public amenities, including a public boat landing and marina, harbor taxi landings, waterfront viewing area, and a continuation of the Harborwalk. The public amenity contribution is estimated at \$4.7 million.
13. Union Wharf is planned to include a continuation of the Harborwalk, projected at \$860,000, to be privately funded.
14. Lincoln Wharf/Fireboat Pier includes the San Marco Housing Corporation's conversion of the old MBTA power plant to 190 units of moderate income condominiums. Included here is an additional 50,000 square foot opportunity for housing at the Coal Pocket Building as well as opportunities for additional public open space. Public amenities will include a Tall Ships and public dock, as well as a Harborview. These privately funded improvements are estimated at \$3.5 million. Also proposed is a Maritime Museum, representing a private sector contribution of \$250,000. The private sector will also reconstruct Battery Street, allowing landscaped access to the Fire Boat Pier, worth \$160,000.

15. Battery Wharf is the last working pier on the downtown waterfront, with a lobster pound, and fish and produce dealers. A public viewing area, and continuation of the Harborwalk, will be privately funded, costing \$250,000. (Funding sources to be identified.)
16. Constitution Wharf is proposed to include a continuation of the Harborwalk, and construction of a public viewing area; this work is estimated at \$290,000.
17. The North End Playground includes swimming pools, baseball fields, bocce courts, tennis courts, playing fields and a hockey rink. Renovations to the playing fields is estimated at \$610,000. (Funding sources to be identified.)
18. The Charles River Dam Area will include a continuation of the Harborwalk connecting the Paul Revere Landing in Charlestown to the North End Playground. The Dam, designed as a flood control project, provides viewing of locks, fish ladders, an observation bridge, and public exhibit and slide show of the dam. Harborwalk improvements are estimated at \$600,000. (Funding sources to be identified.)
19. The Charlestown City Square/Rapids Warehouse Development includes a development opportunity at the Rapids Wharf of \$24 million. The project will generate 320 construction jobs, 830 permanent jobs, and \$720,000 in property tax revenues. Public amenities of this project include a continuation of the Harborwalk, privately funded at \$200,000.
20. Hoosac Pier continues the Harborwalk, with the project being privately funded at \$350,000.
21. Charlestown Shipyard Park includes the USS Constitution and the decommissioned Navy destroyer, Cassin Young. The public marina includes access to the waterfront, and 400 feet of docking space; the private marina provides slips for 550 boats, 50 of which are for public docking. Improvements here have been budgeted at \$3.5 million.

#### Other Related Benefits

##### Dorchester Beaches

Harborpark will be important to providing public access along the waterfront and linkage to other recreational areas of Boston, such as the Malibu and Tenean beaches in Dorchester.

This linkage will be further extended as future public bikeways and walkways will connect the beach areas with marshes along the Neponset River.

#### Public Sailing

Harborpark will provide additional opportunities for public sailing -- a favorite recreational sport of Boston residents. As a result, this sport currently concentrated on the Charles River and the Charles River Basin will be enjoyed in other areas of Boston's Inner Harbor, making possible its integration with other recreational and cultural activities offered at Harborpark.

#### Harbor Islands

Harborpark will open up many opportunities for linkages between Boston and its Harbor Islands. The new transportation facilities along Harborpark, including commuter/excursion boat/water-taxi terminals and public marinas, will facilitate access to the Harbor Islands and greatly expand the variety of recreational space that will be enjoyed by Boston residents.

#### Charles River

Harborpark will link to the Charles River Esplanade -- an existing public open space along the Charles River. As a result, pedestrian movement will be facilitated between the cultural and recreational events which already take place along the Esplanade and those events which will be included in Harborpark.

TABLE 3  
PROJECTS WHERE MAJOR  
PUBLIC AMENITIES ARE ADDED

<u>Project</u>	<u>Square Feet Added</u>	<u>Activities Added</u>	<u>Scheduled Completion</u>
Fan Pier	688,725	Marina Water Taxi Dock Housing	1987-89
New Northern Avenue	19,925	Landscaped Park	1987-89
Historic Northern Avenue Bridge	46,875	Public Dock Marina Observation Tower	1987-89
Rowes & Fosters Wharf	43,750	Boat Terminal Observation Tower	1985-87
Long Wharf/T Wharf	256,400	Boat Docks Major Park Historical Exhibit	1984-85 1987-89
Walk-to-the-Sea	209,000	Bandstand	1984-85
Commercial Wharf	17,920	Maritime Museum Public Dock	1987-89
Lewis Wharf	37,880	Wintergarden Aviary	1987-89
Pilot House	10,000	Harborview	1985-87
Sargent's Wharf	82,100	Water Taxi Dock Public Boat Dock Housing	1985-87
Lincoln Wharf	40,990	Fireboat Pier Tall Ship Dock Maritime Museum	1985-87 1985-87
Battery Wharf	24,000	Harborview	1985-87
Constitution Wharf	27,500	Harborview	1984-85
Charlestown City Square/Rapids Warehouse Develop.	50,000	Harborview Marina	1984-85
Charlestown Shipyard Park	348,200	Major Path Park	1985-87
TOTAL	1,903,265		
or	43.7 acres		

TABLE 4  
POPULATION AND HOUSING UNITS FOR  
HARBORPARK NEIGHBORHOODS  
1980

<u>Neighborhood Areas</u>	<u>Population</u>	<u>Housing Units</u>
(5) Charlestown/Medford St., The Neck	3,770	1,607
(6) Charlestown/Thompson Sq., Bunker Hill, Town Hill, Monument	9,594	
(8) North Dorchester/Columbia Point, Savin Hill, Columbia	12,680	6,096
(15) South Dorchester/Fields Corner East	2,111	927
(18) South Dorchester/Neponset, Port Norfolk	8,317	2,946
(23) East Boston/Central and Maverick Squares, Paris Street	7,811	3,922
(24) East Boston/Eagle Hill	9,305	4,085
(25) East Boston/Harbor View, Orient Heights	9,755	3,994
(26) East Boston/Jeffries Pt., Airport	5,307	2,562
(32) Boston Harbor Islands/Crews of Vessels	1,748	1
(48) North End/Waterfront	10,859	6,168
(56) South Boston/City Point	8,658	3,827
(57) South Boston/Columbus Park, Andrew Square	6,736	3,222
(58) South Boston/D Street, West Broadway, Northern Section	6,319	3,307
(60) South Boston/Telegraph Hill	8,683	3,702
Total Harborpark	111,653	50,881
Total City of Boston	562,994	241,444
Harborpark as a Percent of Boston	19.8%	21.1%

Source: U.S. Census of Populations and Housing, 1980.



TABLE 5

## HARBORPARK PUBLIC IMPROVEMENTS AND INVESTMENTS

<u>Projects</u>	<u>Costs of Public Improvement</u>		<u>Development Investment</u>
	<u>Public Sector</u>	<u>Private Sector</u>	
1. Fan Pier	\$	\$18,560,000	\$279,000,000
2. New Northern Ave. Br.	11,000,000		
3. Historic N. Ave. Br.	800,000		
TOTAL AREA 1	\$11,800,000	\$18,560,000	\$279,000,000
4. Rows and Fosters	\$	\$ 2,130,000	\$ 56,760,000
5. India Wharf		120,000	
6. Aquarium		700,000	
7. Long Wharf/T Wharf	18,700,000		
8. Walk-to-the-Sea	265,000	1,175,000	
9. Commercial Wharf		2,800,000	11,410,000
10. Lewis Wharf	170,000	2,240,000	23,600,000
11. Pilot House			
12. Sargent's Wharf	4,660,000		38,240,000
13. Union Wharf		860,000	
TOTAL AREA 2	\$23,795,000	\$10,025,000	\$130,010,000
14. Lincoln Wharf	\$	\$ 3,500,00	\$ 17,650,000
15. Battery Wharf		250,000	
16. Constitution Wharf	290,000		
17. North End Playgrounds	610,000		
TOTAL AREA 3	\$ 900,000	\$ 3,750,000	\$ 17,650,000
18. Charles River Dam Area	\$ 600,000	\$	\$
19. City Square/Waterfront		200,000	24,000,000
20. Hoosac Pier		350,000	
21. Shipyard Park	3,500,000		
TOTAL AREA 4	\$ 4,100,000	\$ 550,000	\$ 24,000,000
TOTAL	<u>\$40,595,000</u>	<u>\$32,885,000</u>	<u>\$450,660,000</u>



# Citizen Participation





## CITIZEN PARTICIPATION

Decisions affecting the future of the Boston Harbor area require the participation of numerous government agencies, diverse interests from the private sector, and, most of all, the people who live in Boston's neighborhoods. The ultimate success of Harborpark, the translation of ideas and plans to reality, depends in great measure on establishing a process that assures citizen participation. The subtitle of this document, "A Framework for Planning Discussion", says as clearly and unequivocally as possible that the Harborpark concept is simply the start of a community discussion and exchange of views among a broad spectrum of groups and individuals. Citizen participation is the very heart of Harborpark. Our goal is to establish a new standard for successful community involvement.

Citizens will help public officials make hard choices about Harbor related development and zoning policies while reviewing specific project improvements. Citizen participation in Harborpark will be structured so that community representatives consider broad topics, such as transportation, infrastructure, economic development and land use patterns, as well as specific development proposals.

This document presents ideas and concepts that set the boundaries for the planning discussions which will follow. While the document provides direction and basic principles, the citizen participation process will examine and redefine Harborpark into a comprehensive plan. To do so successfully, the process must be public, open and fair. The first step toward guaranteeing an open and fair process is creating a Citizen Advisory Committee for Harborpark.

### The Harborpark Advisory Committee

The Harborpark Advisory Committee will consist of fifteen persons appointed by the Mayor. Five of the members will represent governmental agencies concerned with the protection and development of the Harbor. Five will represent community groups concerned with the five Harborpark residential neighborhoods (East Boston, Charlestown, North End-Inner Harbor, South Boston, and Dorchester). The remaining five will be individuals who have demonstrated special concern for Boston Harbor and its importance to the City; they will represent the public at large.

These fifteen people will advise the Mayor and the Boston Redevelopment Authority on all matters concerning Harborpark and Harbor related policies. They will review reports and proposals from BRA staff, as well as from developers and community and environmental groups.

A major function of the Advisory Committee will be to review and make recommendations concerning the rezoning of the Harbor's edge, running from Chelsea Creek in the north to Neponset in the south. The rezoning portion of the planning exercise will be completed by December, 1985. Additional responsibilities will include monitoring inter-governmental activities and participating in the development of Harborpark Phase One.

During the interim zoning period, the Committee will be responsible for developing the list of approved and dis-approved uses for the overlay district. As part of this process, it will review development projects submitted to the City which require approval under the interim zoning regulations. The Advisory Committee will assure that the process for controlling development throughout the Harborpark areas balances the concerns of neighborhoods, private investors, and government agencies. This comprehensive process will produce a plan which provides for balanced growth and public access in Harborpark.

#### Existing Advisory Committees

A number of citizen advisory committees are currently involved with Harbor related planning and projects. The Advisory Committee will not replace these committees or other committees which may be established from time to time to advise on specific projects. The Advisory Committee will develop a close working relationship with existing and newly created project advisory committees, and bring to discussions of local projects a wider view of Harbor issues. Maintaining the balance between the vital work of the project committees and the broader perspective of the Advisory Committee will be a critical part of the Harbor planning process.

#### Preliminary Implementation Schedule

Throughout the planning process, issues which arise will be communicated to the community at large by newsletters and the media. Documents produced for each of the topics and study areas will be distributed throughout the community.

## Time Table

The following preliminary schedule should set the citizen participation process in motion.

### Harborpark Phase One

- Months 1- 4 - Public meetings and agreement on detailed goals
- Months 5-11 - Drawing specific plans for Harborpark
- Months 12-15 - Establishing parcel guidelines and implementation agreements

### Coordination of Government Agencies

- Months 1- 4 - Public meetings and agreement on Harbor goals
- Months 5-11 - Detailing Harbor management plans
- Months 12-15 - Establishing inter-agency agreements

### Re-zoning

- Months 1- 4 - Public meetings and agreement on goals for each study area
- Months 5-11 - Detailing zoning revisions and a second set of public meetings for review
- Months 12-15 - Adoption of zoning amendments





# Zoning





## ZONING

Zoning is the most effective land use control available to Boston. Effective zoning is a valuable planning tool and an instrument of economic development. By defining appropriate locations for various uses, zoning encourages beneficial development and limits the public costs of growth.

### EXISTING ZONING

Boston's Zoning Code was adopted in December, 1964. Since that time, major physical, economic and demographic changes have occurred in the City. The area that has been most critically affected by these changes is the waterfront. As a result of the decline of shipping in this region, the demand for waterfront space from water-dependent industrial users has decreased. One third of the land bordering Boston Harbor (excluding Logan Airport) is now vacant.

The 1964 Harbor zoning mainly codified then-existing industrial uses. Many of these uses are now considered unacceptable. For example, certain industrial uses along the Harbor not only degrade water quality with hazardous chemicals, they also make adjacent properties unpleasant to use and undesirable to develop. In Charlestown, scrap metal is stored in open space on the Harbor's edge, and highly noxious uses have been proposed adjacent to residential areas. In Dorchester, next to the Port Norfolk residential area, a large paper company which has stored toxic substances for several years is moving out, but a similarly undesirable use could, under the existing Zoning Code, replace the outgoing use. The table below describes the permitted uses under the existing zoning designations.

Table 1

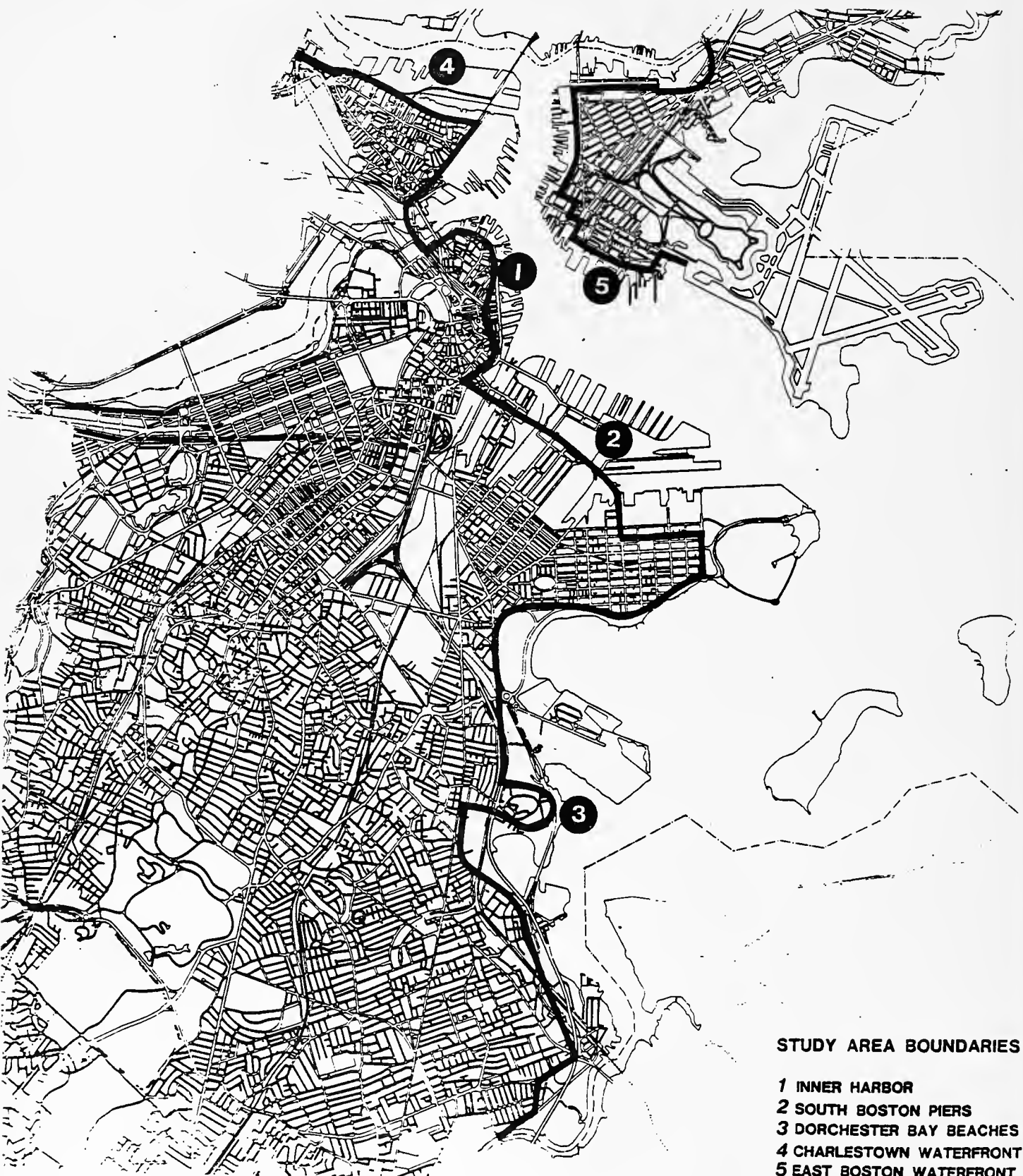
#### EXISTING ZONING DESIGNATIONS - SUMMARY OF PERMITTED USES

<u>Zone</u>	<u>Name and Permitted Uses</u>
W-2	<u>Waterfront Industrial</u> : Industrial uses allowed "if waterfront activity is required for receipt or dispatch of goods or for any other reason; otherwise conditional".* Multi-family and temporary dwellings are conditional; all other residential uses are forbidden. Most commercial and business

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\* Boston Zoning Code 8-7,66.

# WATERFRONT OVERLAY PLANNING DISTRICT



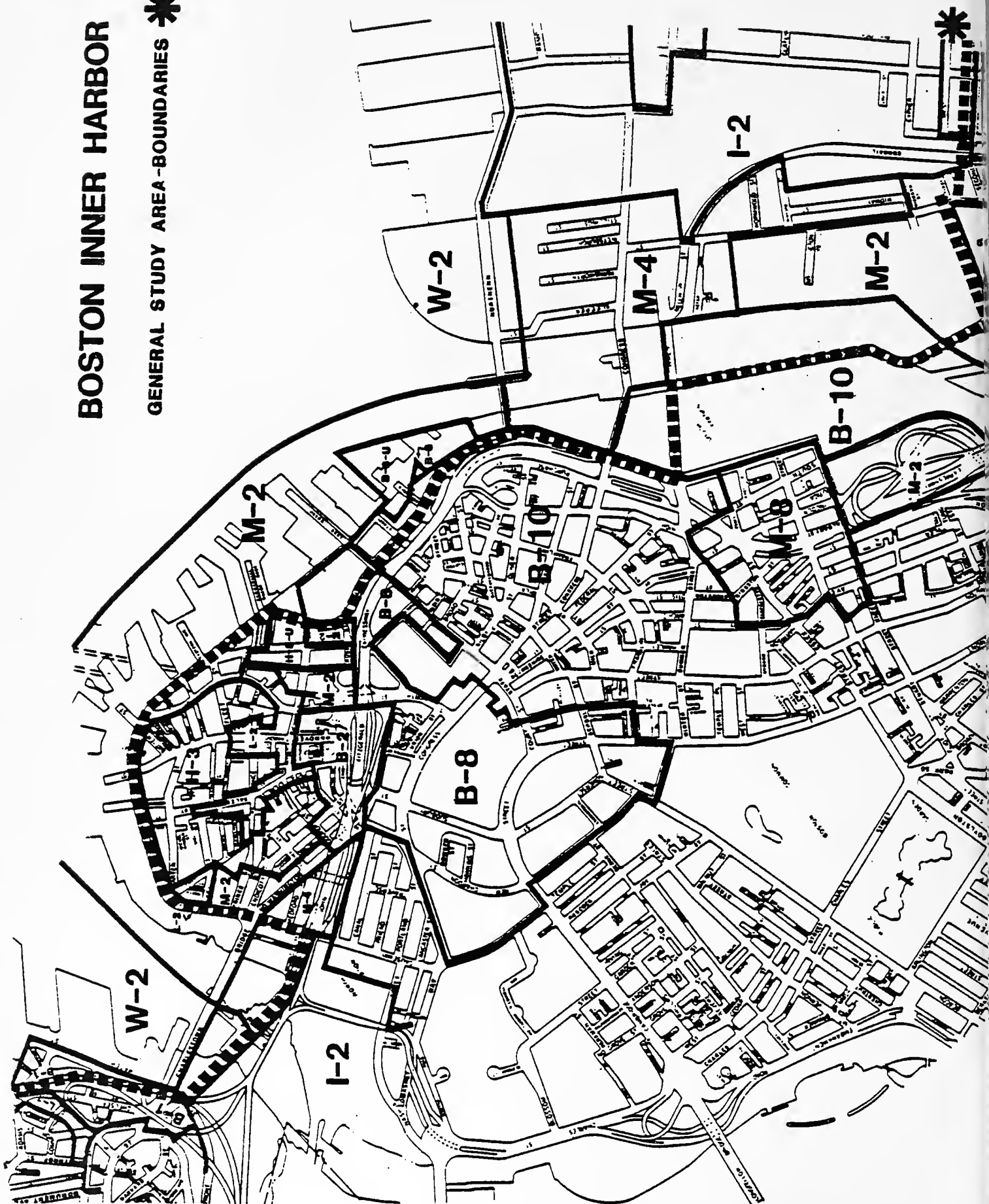
<u>Zone</u>	<u>Name and Permitted Uses</u>
W-2 (con't)	uses are conditional. W-2 currently covers more land on the waterfront than any other zoning designation.
H	<u>Residential Apartments</u> : All residential uses are allowed except lodging houses, which are conditional: All retail, business uses are conditional or forbidden: All industrial uses are forbidden.
B	<u>Retail Business and Office</u> : All residential uses and most office, retail and business uses are allowed: Most industrial uses are forbidden in B-1, B-2, and B-4, and conditional in B-8 and B-10.
M-1, M-2	<u>Light Manufacturing</u> : Most light manufacturing, industrial, retail, business, and office uses are allowed. One and two family houses are forbidden; multi-family dwellings are conditional; heavy industrial uses are forbidden.
I	<u>General Manufacturing</u> : Residential uses are forbidden except some group care residences, which are conditional: Most other uses are conditional or allowed.
R-.5, R-.8	<u>Two/Three Family Residential</u> : Single family and multi-family dwellings are allowed: Some institutional uses are allowed: Most commercial and all manufacturing and industrial uses are forbidden.

## PROPOSED ZONING

In order to change the pattern of waterfront use, to encourage and at the same time control Harbor redevelopment, Boston must rezone its waterfront. Zoning revisions should be the product of a comprehensive planning process, and citizen participation must be the foundation of such a process. Thus rezoning the waterfront will take time. Over the next year, a comprehensive planning process for the waterfront will be initiated. During the planning period we must guard against introduction of land uses that would be incompatible with the land use goals and revised zoning designations that will evolve from the planning process. In order to establish adequate safeguards, the Boston Zoning Commission will be petitioned to establish an Interim Overlay Planning District designation in the Boston Zoning Code. The Interim Overlay Planning District will, until December 31, 1985, apply to the Boston waterfront.

# BOSTON INNER HARBOR

GENERAL STUDY AREA-BOUNDARIES \*



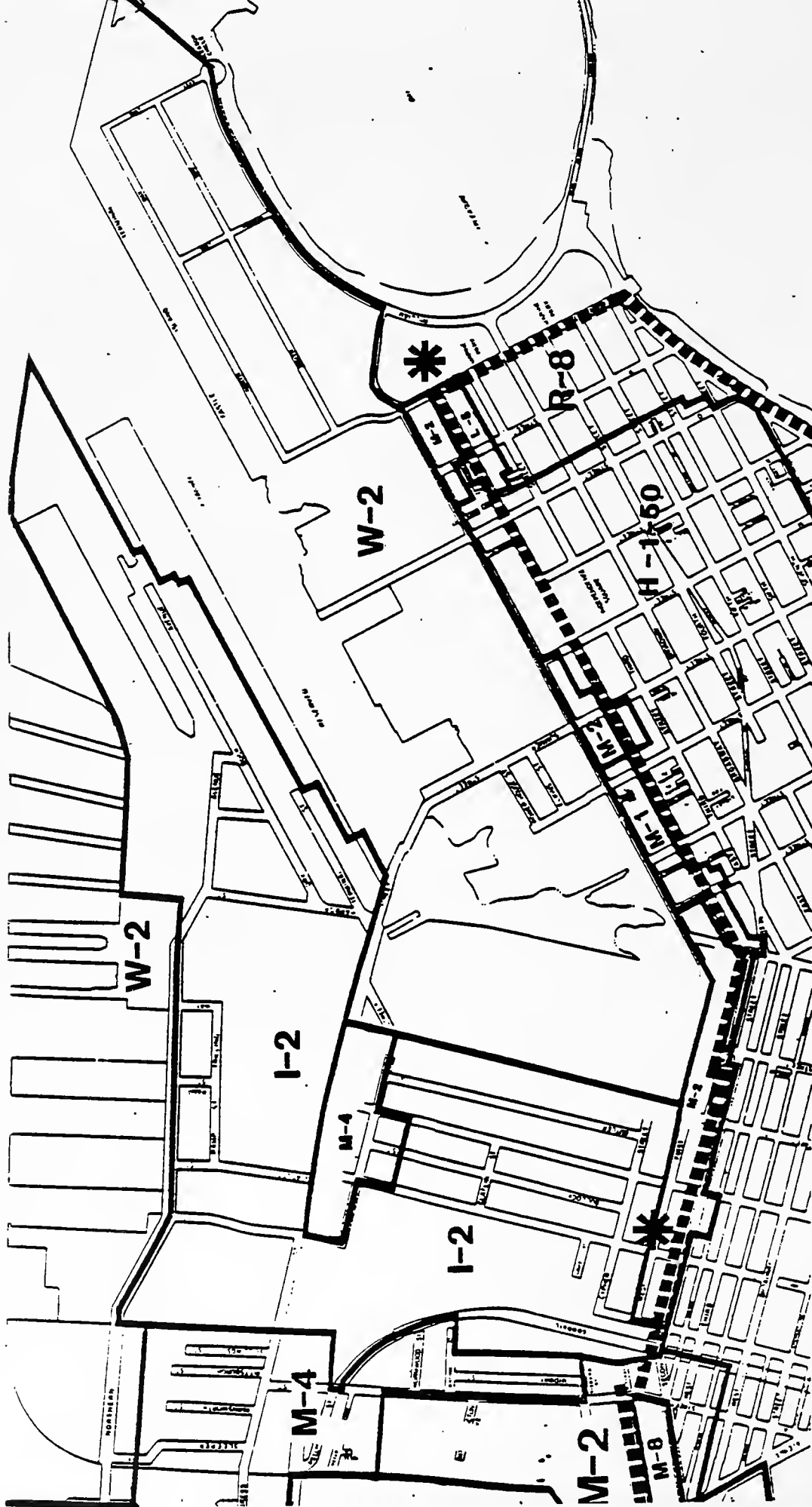
The Interim Overlay Planning District will consist of five planning areas. These areas, their general planning goals, and existing zoning are described below:

Area I: Inner Harbor Waterfront

- o The downtown waterfront is generally defined by a line running from the east side of Hoosac Pier in Charlestown along Water Street to the new Charles River Dam along Commercial Street and Atlantic Avenue; along the north side of the Fort Point Channel to West Second Street; West Second Street to B Street; and northeast to Pier 4.
- o The general goals for this area are public access and mixed use commercial, residential, and recreational activities that make the transition from downtown activities to water-dependent and water-enhanced uses. No structures other than those which facilitate public access and recreation use should be built at the water's edge. Heights should be no greater than two stories at the Harbor's edge. Inland heights should step up gradually toward downtown Boston.
- o Existing zoning includes:
  - a) light manufacturing (M-2, M-4)
  - b) retail business and office (B-8, B-8-U)
  - c) waterfront industrial (W-2)

Area II: South Boston Piers

- o This area is bounded generally by a line from Pier 4 southwest to West Second Street and along East Second Street to Farragut Road.
- o The general goals for this area are increased public access, and mixed use commercial, residential and industrial activities that are compatible with the adjacent residential areas, and that improve the connection between the Harbor and the land. No structures should be built at the water's edge, and the structures closest to the water should be no higher than two stories, stepping up to four stories inland.
- o Existing zoning includes:
  - a) waterfront industrial (W-2)
  - b) general manufacturing (I-2)
  - c) light manufacturing (M-2, M-8)



## SOUTH BOSTON PIERS

GENERAL STUDY AREA BOUNDARIES \*

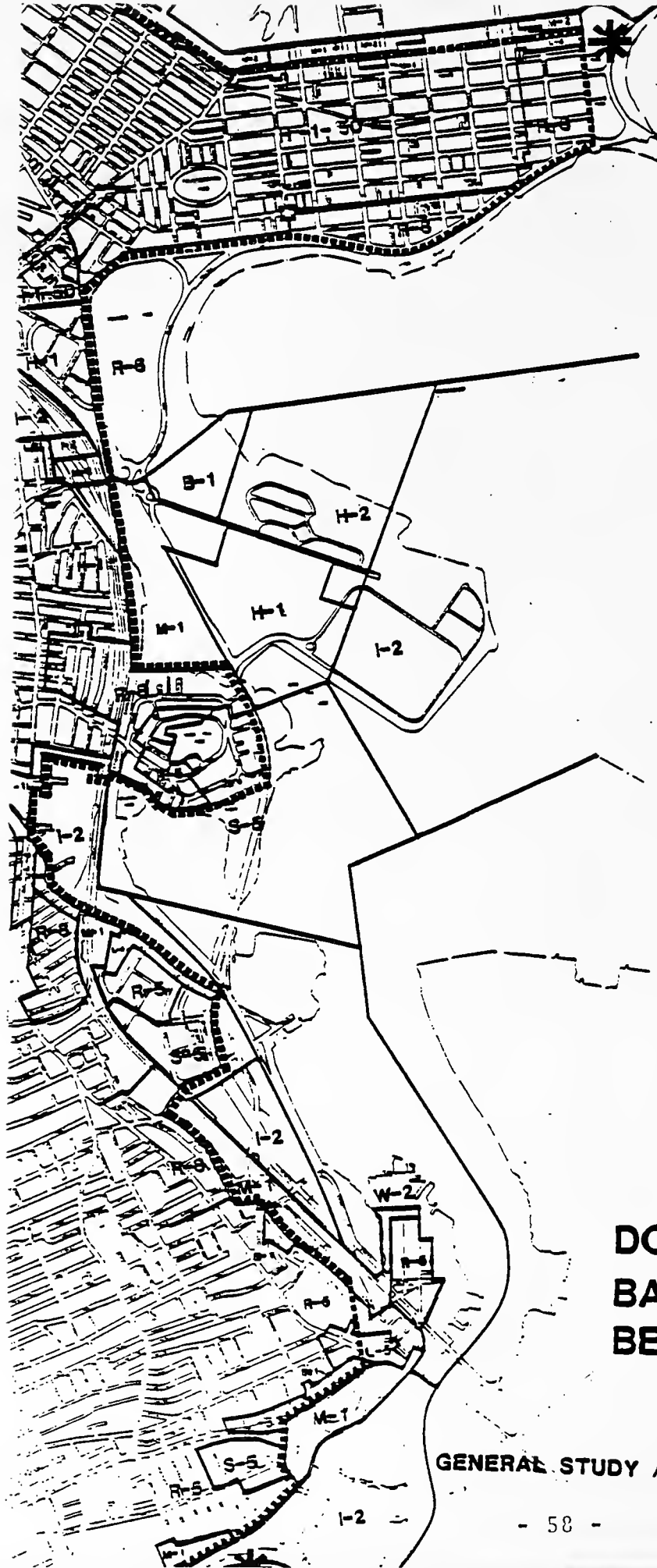


### Area III: Dorchester Bay Beaches

- o This area is generally bounded by Castle Island, and ends at Granite Avenue on the Neponset River below the Port Norfolk area of Dorchester.
- o The general goals for this area are retaining and enhancing the open space, parks, and beaches along the Harbor, promoting residential uses, and protecting the residential areas from industrial intrusion and impacts. No structures other than for public recreational use should be built near the water, and heights in this planning area should be limited to three stories.
- o Existing zoning includes:
  - a) two and three family dwellings (R-.5, R-.8)
  - b) residential apartments (H-1, H-2)
  - c) general business and office (B-1)
  - d) light manufacturing (M-1)
  - e) general manufacturing (I-1)
  - f) waterfront industrial (W-2)

### Area IV: Charlestown Waterfront

- o This area is generally bounded by the east side of Hoosac Pier, Water Street, Chelsea Street, and Medford Street to Sullivan Square; Sullivan Square northwest on Mystic Avenue to the Somerville line.
- o The general goals for this area are promoting public access, mixed-use residential and commercial activities in the Charlestown Navy Yard, mixed-use commercial and compatible water-dependent manufacturing activities with near-by residential areas, and providing employment opportunities for the community. No structure other than those which facilitate public access and recreation, or which are necessary for water-dependent and maritime uses, should be built at the water's edge, and no structure greater than two stories should be built in this area.
- o Existing zoning includes:
  - a) waterfront industrial (W-2)
  - b) retail business and office (B-1, B-1-U)
  - c) residential apartments (H-1-U, H-2-U)
  - d) light manufacturing (M-1-U)



## DORCHESTER BAY BEACHES

GENERAL STUDY AREA BOUNDARIES



# CHARLESTOWN-WATERFRONT

#### Area V: East Boston Waterfront

- o This area is generally bounded by Chelsea Street from the Chelsea River to East Eagle Street; East Eagle Street to Condor Street; Condor Street to Falcon Street; Falcon Street; to Meridian Street to London Street; London Street to Maverick Street; Maverick Street to Harve Street; Harve Street to Summer Street; Summer Street to Orleans Street; Orleans Street to Webster Street; Webster Street to Summer Street and east to Maverick Street; Maverick Street to Logan Airport.
- o The general goals for this area are creating and integrating a compatible mix of water-dependent, water-related, and water-enhanced uses including housing, commerce, recreation and open spaces, and public access to and from the water. Buildings nearest the water should not exceed two stories, and heights should step up inland but should not exceed three stories.
- o The existing zoning includes:
  - a) waterfront industrial (W-2);
  - b) light manufacturing (M-1, M-2).

#### INTERIM EXCLUDED USES

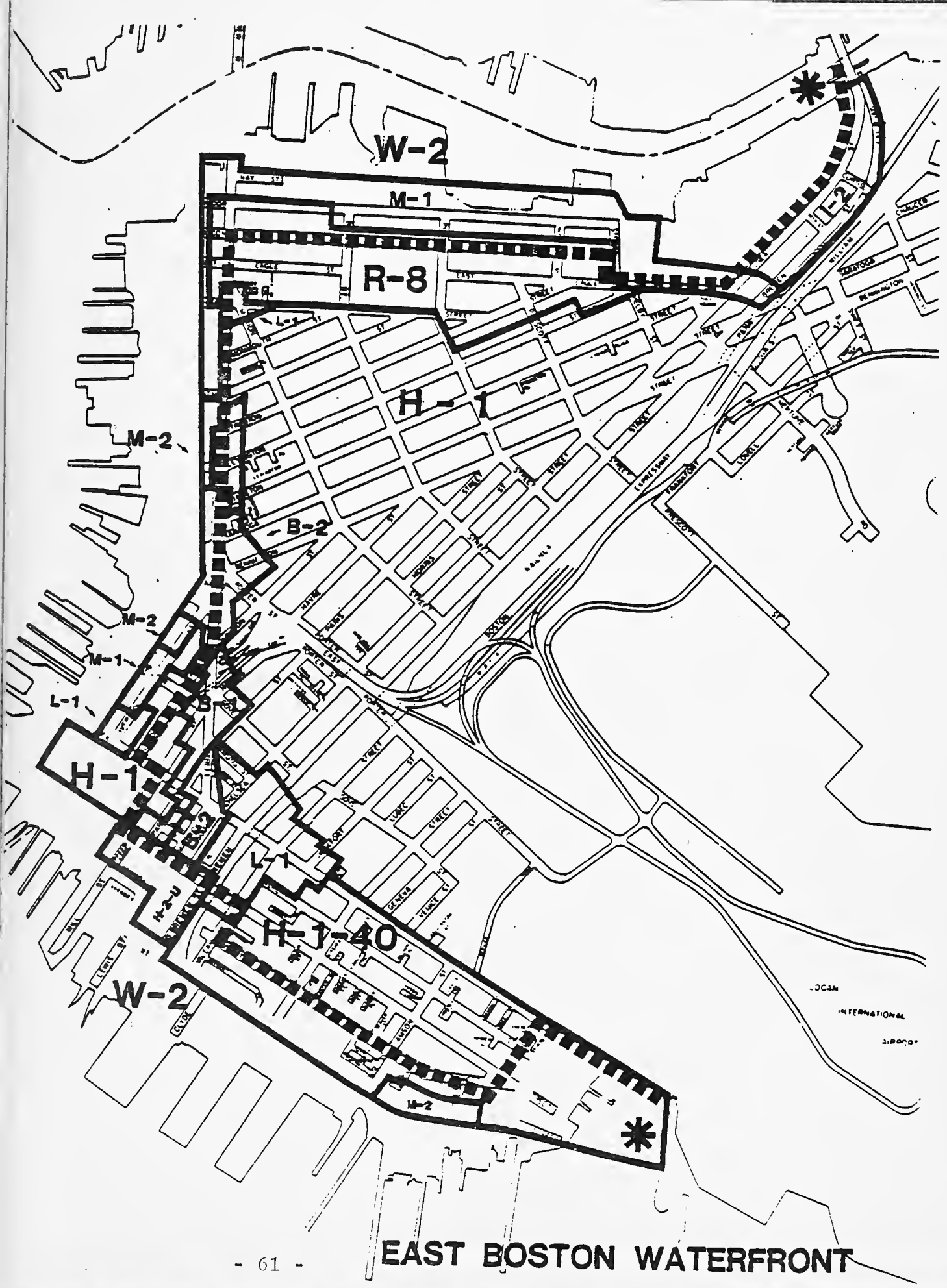
All existing residential uses in the Interim Overlay Planning District will be entirely exempt from its controls. All other changes in use or buildings within the Interim Overlay Planning District will be subject to review and approval as explained below. Changes in use must conform with the goals and objectives of Harborpark which will be further defined in the public planning process. In the interim, the following uses are excluded:

#### Area I: Inner Harbor Waterfront

- All general manufacturing and heavy industrial uses including all uses which are objectionable or offensive because of special danger or hazard, or because of cinders, dust, smoke, refuse matter, flashing, fumes or gases.
- All wholesale and distribution warehousing.
- All open storage of junk, chemicals, equipment or vehicles.
- All motor freight terminal uses.

#### Area II: South Boston Piers

- All uses which are objectionable or offensive because of special danger or hazard, or because of cinders, dust, smoke, refuse matter, flashing, fumes and gases.



Area III: Dorchester Bay Beaches

- All general manufacturing and heavy industrial uses including all uses which are objectionable or offensive because of special danger or hazard, or because of cinders, dust, smoke, refuse matter, flashing, fumes and gases.
- All wholesale and distribution warehousing.
- All open storage and storage of junk, chemicals, equipment or vehicles.
- All general business and commercial uses other than those associated with residential uses.

Area IV: Charlestown Waterfront

- All heavy industrial uses including all uses which are objectionable or offensive because of special danger or hazard, or because of cinders, dust, smoke, refuse matter, flashing, fumes or gases.
- All open storage of junk, chemicals, equipment or vehicles.

Area V: East Boston Waterfront

- All general manufacturing and heavy industrial uses including all uses which are objectionable or offensive because of special danger or hazard, or because of cinders, dust, smoke, refuse matter, flashing, fumes or gases.
- All open storage and storage of junk, chemicals, equipment or vehicles.
- All motor freight terminal uses.

## PROCEDURES

The Interim Overlay Planning District ordinance will be developed with citizen participation, as explained in the previous section. The ordinance will be introduced this month.

Any applicant for a building or change-in-use permit related to non-residential property, within the Interim Overlay Planning District, will have to receive an Interim Planning Permit from the Board of Appeal before the Inspectional Services Department can issue the requested permit.

The Inspectional Services Department must determine if an Interim Planning Permit is required by any application for change-in-use or building permits. If so, the application will be denied and forwarded to the Board of Appeal and the Boston Redevelopment Authority.

The Boston Redevelopment Authority, acting as the City's planning agency must, within ninety days, report to the Board of Appeals whether or not the proposed action is consistent with the planning goals for the overlay district, with the comprehensive planning process, and with contemplated land uses.

The Board of Appeals will not, in any case, hold a hearing or make a decision on the appeal until it has received a report from the Boston Redevelopment Authority, unless the Redevelopment Authority has not issued its recommendation within the required ninety days.

In order to issue an Interim Planning Permit, the Board of Appeal must find that the proposed action is consistent with the land use objectives of the Interim Overlay District, and that the proposed changes will not adversely affect the comprehensive planning process.





# Intergovernmental





## INTERGOVERNMENTAL COORDINATION

Developing a plan for Boston Harbor would not be possible without careful consideration of the roles, responsibilities, and activities of the many government agencies, commissions, and authorities that have jurisdiction over some aspect of the Harbor. A study of Boston Harbor by the Massachusetts Institute of Technology's Sea Grant program found over 100 government actors on Harbor issues.\* That report listed lack of coordination as one of the most serious problems preventing optimal development and utilization of the Harbor. Since that time new initiatives such as the Legislature's Special Commission on Boston Harbor have improved intergovernmental communication and coordination somewhat, but many problems remain.

In addition to regulating activity on and around the Harbor, government agencies are major investors in projects which affect the Harbor and the surrounding communities. Federal, State, and local agencies have programmed approximately three billion dollars for capital improvements around Boston Harbor. The largest portion of these funds are for land transportation projects (Central Artery Depression, Third Tunnel, Seaport Access Road), sewage treatment and water quality improvements, and development of the Harbor Island State Park and related mainland transportation terminals.

Public investment of this magnitude will draw substantial private investment to the Harbor. The agencies involved must closely coordinate their activities to make sure that maximum public benefit is squeezed from every dollar, public or private, invested in the Harbor.

The Harborpark planning process will involve relevant government agencies at both the staff and executive levels. Five spaces on the Advisory Committee are reserved for representatives of Harbor-related agencies and authorities. In this way, Harborpark projects will start from a base of cooperation and coordination with funding and permitting agencies at the regional, State and Federal levels.

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\* Kildow, Judeth T., et al, Boston Harbor Management Study, MIT SC 81-15, MIT, MIT Sea Grant College Program.

# PROPOSED PUBLIC INVESTMENT IN BOSTON HARBOR

<u>USE &amp; ACTIVITY</u>	<u>AGENCY</u>	<u>COST EST.</u>	<u>COMPLETION DATE</u>
TRANSPORTATION			
3rd Harbor Tunnel	DPW	\$ 1,000,000,000	1994
Seaport Access Road	DPW	\$ 400,000,000	1994
Depression of Central Artery	DPW	\$ 1,000,000,000	1998
Northern Ave. Bridge	DPW	\$ 14,000,000	1988
Water Taxi	Private		1985
SUB-TOTAL		\$ 2,414,000,000	
WATER AND SEWER			
Ft. Pt. Channel C&D Station	MDC	\$ 54,550,000	Unfunded
Reserve Channel C&D Station	MDC	\$ 5,314,000	Unfunded
East Boston CSO Program	MDC	\$ 20,386,000	Unfunded
Court Ordered Harbor Clean-up	MDC	\$ 1,100,000,000	Unfunded
CSO Improvements	BOS/ W&S	\$ 5,485,000	Unfunded
East Side & Main Interceptors	BOS/ W&S	\$ 66,500,000	Unfunded
SUB-TOTAL		\$ 1,252,235,000	
PARKS & RECREATION			
Harbor Islands State Park	DEM/ MDC	\$ 34,310,000	2005
Castle Island Improvements	MDC	\$ 5,400,000	1986
Dredging of Boat Channels	Water- Ways	\$ 5,000,000	1986
SUB-TOTAL		\$ 44,710,000	
PORT IMPROVEMENTS			
Conley Terminal	Massport	\$ 18,000,000	
New Marine Terminal (@BMIP)	Massport	\$ 80,000,000	
Fish Pier Renova- tions	Massport	\$ 18,000,000	
Coast Guard Base Upgrading	C.G.		
SUB-TOTAL		\$ 116,000,000	
TOTAL		\$ 3,826,945,000	

## LAND AND WATER USE CONTROLS

### Local Involvement

Along the Boston waterfront, land use decisions are the sole purview of the City of Boston, except where the site is under the control of another specifically authorized level of government, such as Commonwealth Commissions (MDC) or Authorities (Massport). Water use and management decisions involve Commonwealth and Federal agencies, as well as the City of Boston.

### Federal Involvement

Federal interest in water use regulation focuses on three issues, only two of which are germane to Boston Harbor. These are protection of the navigational characteristics of coastal waters, and improvement and protection of water quality.

Although there are many Federal laws affecting coastal water management and water use decisions, seven pertain in particular to Boston Harbor:

- o Clear Air Act;
- o Federal Aviation Act of 1958;
- o Federal Water Pollution Control Act;
- o Marine Protection, Research, and Sanctuaries Act;
- o National Environmental Policy Act;
- o Ports and Waterways Safety Act; and
- o Rivers and Harbors Act of 1899.

In some cases, management and control responsibilities have been passed through to the individual States for administration. In other cases, the authorities are exercised through the issuance of permits (e.g., Rivers and Harbors Act of 1899). Finally, in some cases (e.g., Ports and Waterways Safety Act), the legislated authority has not been fully exercised. For example, through the Ports and Waterways Safety Act, the U.S. Coast Guard has the authority to regulate vessel traffic in coastal waters, including Boston Harbor, but has not yet chosen to exercise that authority.

### State Involvement

State interest in water use regulation centers on three issues: the protection of public trust resources, the improvement and protection of water quality, and the protection of ecologically significant resources.

## DEVELOPMENT REGULATIONS

### Federal Involvement

At the Federal level there are three separate but coordinated permits, each with its own regulations, that must be obtained before developing projects in or adjacent to Boston Harbor. These are:

1. Section 10 Permits control projects proposed for navigable waters to assure that they do not interfere with navigation and that they live up to certain design and environmental standards;
2. Section 404 Permits control the effect that a proposed development has on the quality of the water; and
3. Section 103 Permits control the transport and discharge of dredged materials into coastal waters.

The U.S. Army Corps of Engineers serves as the lead agency for issuing these permits.

### State Involvement

There are seven separate sets of State regulations that must be complied with, prior to developing projects on Boston Harbor. These include:

1. Waterways Licenses to protect the Commonwealth's interest in the public trust resources (submerged lands or tide-lands) that would be affected by any proposed development;
2. Consistency Approval assures that the proposed development is consistent with the policies of the Massachusetts Coastal Zone Management Plan;
3. MEPA Approval assures that the proposed development does not adversely effect the environment as set forth for in the Massachusetts Environmental Policy Act;
4. Water Quality Certificates protect the quality of coastal waters;
5. NPDES Permits control the discharge of pollutants into coastal waters;
6. Dredging Permits control the disposal of dredged materials so that they will not injure water quality, degrade the environment, or harm public health; and

# PERMITS REQUIRED BY LOCATION

	Inland	Shore Line	Pierhead Line	Harbor
Planned Development Area Approval	*****			
Chapter 121A Proposal Approval	*****			
Section 10 Permit		*****		
Section 103 Permit		*****		
Section 404 Permit		*****		
Waterways License		*****		
NPDES Permit	*****			
Water Quality Certificate	*****			
Dredging Permit		*****		
Consistency Approval	*****			
Wetlands Protection Act Permit		*****		
Permit for Floats and Moorings		*****		
Approval for Floats and Rafts		*****		
MEPA Approval	*****			
Sewer Extension Permit	*****			
Municipal Service Connection Permit	*****			
Cross-Connection Permit	*****			
Runoff Discharge Permit	*****			
Utility Installation Permit	*****			
Roadway/Sidewalk Construction Permit	*****			
Municipal Water Service Permit	*****			
Water and Sewer Permits	*****			
Building Permits	*****			
Permit to Store Flammable Liquids	*****			
Curb Cut Permits	*****			

7. Sewer Extension Permits certify that the existing system of sewers is adequate to accommodate the anticipated sewage increase.

The Massachusetts Department of Environmental Quality Engineering serves as the lead agency for the permits, license, and certificate listed above and the Executive Office of Environmental Affairs serves as the lead agency for the two approvals.

#### Local Involvement

In addition to zoning approval, there are two separate sets of local regulations that must be complied with, prior to developing a project on the Boston waterfront. These are:

1. Wetlands Protection Act Permits, issued by the Conservation Commission, protect the public interest in tidelands by preventing damage to water supplies and fishery or shellfish areas, and by preventing increases in flooding, storm damage and pollution. A Wetlands Permit is required for development of property within one hundred feet of the water or in a flood plain;
2. Temporary Float and Mooring Permits, which control the location of certain developments so that they will not interfere with other water uses. This permit is issued by the Harbormaster (a member of the Boston Police Department).

#### COMMISSIONS, AUTHORITIES, AND AGENCIES

In addition to those agencies which regulate development in Boston Harbor, there are agencies and authorities that own or control land and facilities on the Harbor.

#### The Special Commission on Boston Harbor

This Commission was established by Chapter 25 of the Acts and Resolves of 1979 to balance the economic, social, and environmental interests related to Boston Harbor. Commission members include representatives from both Houses of the Massachusetts Legislature, representatives from Commonwealth agencies having responsibilities relating to Boston Harbor, appointed member from each of the cities and towns adjacent to the Harbor, and representatives of major water user and interest groups. The Commission meets monthly except during the summer, and serves as a review board for all legislation concerning the protection and development of Boston Harbor.



In its short history, the Commission established priorities for expenditure of dredging funds, resolved disputes on complicated legislative proposals, provided a means for inter-government and citizen-government communication, and generally improved the management of Boston Harbor.

The Commission is an important forum for assuring that, in the Harborpark planning process, public and private efforts are coordinated with public decision making.

#### Metropolitan District Commission (MDC)

The Metropolitan District Commission is a regional agency responsible for water and sewer services, parks, roadways, and policing in certain parts of the Boston metropolitan area.

As the agency responsible for metropolitan water and sewer service, MDC owns and operates the treatment facilities at Deer and Nut Islands in Boston Harbor. These facilities have been a source of major pollution in the Harbor, but efforts to improve these facilities have not proceeded due to lack of funding and organizational difficulties.

Legislation has been filed to remove the MDC's water and sewer authority and place the responsibilities in a new Metropolitan Water Resources Authority. This new Authority would have complete responsibility for the court-mandated Harbor cleanup, and authority to sell bonds to finance its activities.

The MDC has recently initiated major rehabilitation of its beaches and recreation facilities, from Castle Island to the Neponset River and Mattapan Square. Considerable funds have been spent on rehabilitation efforts, particularly at Fort Independence on Castle Island, and on acquiring the missing links in a continuous pedestrian system along the Dorchester shoreline. Additional funding must be obtained to complete planned improvements for the beaches along the Dorchester and South Boston shoreline.

New waterfront recreation improvements have recently been completed by the MDC in the North End between the Charlestown Bridge and the City of Boston North End Playground.

#### Boston Water and Sewer Commission

The Boston Water and Sewer Commission, established by the State Legislature in 1977, oversees water supply and sewer service in the City of Boston. The Commission has embarked on two major construction projects. The New Boston Main and the East Side Interceptors will dramatically improve water

quality in Fort Point Channel; they are important components in the overall Harbor cleanup program. The second major construction project is the Combined Sewer Outlet Improvement Program, which will greatly reduce dry-weather sewage flow into the Harbor.

#### Massachusetts Port Authority (Massport)

Massport is the Authority that owns and operates seaports and airports for the Commonwealth. It owns marine terminals in South Boston, East Boston, and Charlestown, the multi-purpose Commonwealth Pier and adjacent Fish Pier in South Boston, and Logan Airport.

Massport has been expanding and modernizing its facilities to meet the growing needs of maritime shippers. It is making a \$116 million investment in the Port of Boston's future to insure that Boston remains a working seaport. Projects include the following:

- o The \$18 million Conley Terminal container facility;
- o The \$80 million development of the 47 acre Massport Marine Terminal - a multi-purpose cargo facility at the Boston Marine Industrial Park;
- o The \$18 million renovation of historic Boston Fish Pier;
- o The revitalization of Massport owned property -- Commonwealth Pier, Hoosac Park, and Bird Island Flats, all of which have pedestrian access to the water; and
- o A contract with the Boston Redevelopment Authority to prepare a master plan for the reuse of the Massport-owned piers in East Boston (56 acres on Piers 1-5).

#### Department of Environmental Management (DEM) (Commonwealth Office of the Secretary of Environmental Affairs)

The Department of Environmental Affairs is actively involved, as the State's responsible agency, in carrying out the Master Plan for Boston Harbor Islands. Under the mandate of the 1972 Harbor Islands Master Plan, all of the Harbor Islands (with the exception of the City of Boston owned Spectacle and Long Islands, and privately owned Thompson Island) have been acquired by the Commonwealth and preliminary improvements have been made. DEM has entered into a contract for updating the 1972 Master Plan. Work is nearing completion and will be presented to the public within the next few weeks. Preliminary indications are that DEM will require another \$20 million to complete the Master Plan recommendations and to improve the Harbor Islands so that they are accessible to the public.

## HARBOR ISLANDS STATE PARK

<u>LOCATION</u>	<u>AGENCY</u>	<u>COST EST.</u>	<u>COMPLETION DATE</u>
Long Wharf	DEM	\$ 9,000,000	1985-87
Long Island		7,600,000	1985-87
Spectacle Island		13,000,000	1993-95
Georges Island		1,000,000	1985-87
Hewitts Cove		2,000,000	1985-87
Bumpkin Island		450,000	1996-2005
Gallops Island		460,000	1985-87
Lovells Island		600,000	1996-2005
Rainsford Island		200,000	1996-2005
TOTAL		\$34,310,000	

DEM is also involved in current waterfront projects. The Long Wharf reconstruction project, for example, is underway with \$9 million in State funding.

### Department of Environmental Quality and Engineering (Division of Waterways)

The Department issues tidelands licenses under Chapter 91 of the Massachusetts General Laws for development projects on Boston Harbor. Under amendments to the legislation approved last year, new regulations are being promulgated which require public benefits to outweigh public costs for non-water dependent Harbor developments. Enforcement of these new regulations will greatly assist in adding public access and amenities to Harbor related projects.

### Coastal Zone Management (CZM)

This Federally mandated office is now a separate Department of the Commonwealth. CZM has developed a planning and management program for coastal development activities. CZM received \$17 million to be granted to municipalities for construction of marine facilities. Projects of up to one-half million dollars (matched with 50% local funds) may be funded. Eligible projects include a variety of waterfront improvements, ranging from fishing piers to wharf reconstruction. Final regulations for disbursing the grants are being drafted.

### National Park Service

The National Park Service is proceeding with the rehabilitation of the USS Constitution National Historic Site in Charlestown. Pier 2 at the Charlestown Navy Yard will be rehabilitated in 1985. All planned improvements for this site will be completed within the next three years, at a total cost of \$1.7 million.

### Land and Water Conservation Fund (LAWCF) (Department of the Interior, National Park Service)

The National Park Service, through the Land and Water Conservation Service, is a major funding source for public improvements along Boston Harbor. Beginning with the Downtown Waterfront Park, and including the Charlestown Shipyard Park and a portion of Long Wharf, LAWCF has funded in excess of \$15 million of public recreation and public access facilities. Additional neighborhood waterfront recreation projects have been undertaken by LAWCF in East Boston at North Ferry Park and at Jefferies Point Park. While Land and Water Conservation funds have diminished due to Federal cutbacks, LAWCF remains an important resource for continuing improvements along the Harbor edge.

### Coast Guard

The Coast Guard maintains navigation facilities, establishes maritime regulations, provides protective and law enforcement services and administers some marine facility grant programs. In Boston Harbor, the Coast Guard is completing a major rebuilding and renovation program for its North End base.

### SIMPLIFICATION OF PROCESS

The proceeding section contains a partial list of the government agencies and government permits required for waterfront development. The following flow chart shows how complex the process of finding and satisfying all relevant government requirements is for the construction of a relatively uncomplicated marina.

Harborpark proposes, as one of its goals, to coordinate and simplify this process by organizing joint review, public hearing, and approval procedures for the maximum number of permits. Similar efforts have been successful elsewhere, most notably for environmental approvals of projects on the Chesapeake Bay, and as part of the Section 774 anti-snob zoning procedures.



The failure to resolve this problem has created a significant barrier to new development, and has created unnecessary costs which must be passed on by the developer. Simplification of existing procedures will reduce the cost and time required for new developments, and thus make additional money available for privately funded public improvements without burdening either the developer, the eventual owner, or user.

If the private sector is going to be required to internalize the cost of public improvements in its total development costs, the public sector should incorporate efficiency into its regulatory process.

# Follow Through







## FOLLOW THROUGH

Over the next few months several key steps must be taken to move the Harborpark process along. Some of these steps are required to be taken by the City, some by other governmental units, some by the private sector and some by the Advisory Committee proposed in this report. Those interested in the rational development of Boston Harbor will carefully watch the progress of the following steps:

- o Appointment of the 15 member Advisory Committee by Mayor Flynn.
- o Introduction of Interim Overlay Zoning Ordinance to Zoning Commission by the Boston Redevelopment Authority.
- o Development of Interim Harborpark Design Guidelines.
- o Publication of Planning Reference Materials on the Institutional Framework of Harborpark.
- o Enactment of Water Quality Legislation, including funding.
- o Approval of the new Northern Avenue Bridge Design by the State, including a public amenity package.
- o Review of Shipyard Park Development Proposals and selection of a Developer.
- o Establishment of Project Action Committees for Fan Piers, Dorchester Beaches, and Charlestown Navy Yard.
- o Publication of Developer's Kit for Sargent's Wharf.
- o Final Approval for Rows & Foster's Wharves Development.



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